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DEVELOPMENT OF THE AIR FORCE  
CONTINGENCY CONTRACTING  
COURSE FRAMEWORK

THESIS

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DEVELOPMENT OF THE AIR FORCE  
CONTINGENCY CONTRACTING COURSE FRAMEWORK

THESIS

Presented to the Faculty of the School of Logistics and  
Acquisition Management of the Air Force Institute of Technology  
Air Education and Training Command  
In Partial Fulfillment of the  
Requirements for the Degree of  
Masters of Science in Contract Management

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September 1993

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## Preface

This thesis topic was researched to formalize the questions of need, content, and structure into a framework for a standardized Air Force course in Contingency Contracting. The study analyzed regulations, guidance, and formalized research recommendations; resulting in blocks of instruction for future training of the Air Force Contingency Contracting Officer.

It is the wish of this research team that our thesis will not remain on the second floor shelves in the AFIT Library. Hopefully, it will be swiftly implemented into a course, in response to past requests from the Air Force Contingency Contracting community.

We would like to thank a number of people, without whose help and direction we could not have completed such an effort. Both of our advisors, Lt Col Michael Heberling and Captain Daniel Warden, were essential to the thesis writing process. Special thanks must go to two classmates, Captains Tom Snyder and Jon Tigges, who were great friends and provided us with valuable results on the current perception of training in Contingency Contracting.

The balance of our thanks is owed to both of our families for their patience and understanding on those occasions when we were glued to our second wife--the AFIT computer! Dyanne and Josh, the two of you have my heartfelt appreciation for your tolerance and support, during this entire AFIT

experience. Most importantly, we glorify God for His unending guidance in our lives (Proverbs 3:5-7).

David A. Bethany

Michael A. Miller

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Abstract

The objective of this research was to develop a framework for a standardized Air Force Contingency Contracting course. This task was undertaken due to the occurrence of a common recommendation calling for specialized training in Contingency Contracting. The recommendation was found in several AFIT theses, as well as, various after action reports generated due to the experience gained during Operation Desert Shield/Storm and Hurricane Andrew.

This thesis answered the basic questions of need, content, and structure for a future course in Contingency Contracting. Using an exploratory research design, the research team was able to conduct an extensive analysis on completed formalized research in the area of Contingency Contracting.

The outcome of the research is a four-phased, block of instruction with recommended training topics and first hand accounts of contingency contracting. The blocks of instruction can be used alone or as a segment in current DOD Contracting Courses.

DEVELOPMENT OF THE AIR FORCE  
CONTINGENCY CONTRACTING COURSE FRAMEWORK

I. Introduction

General Issue

History has shown that there will always be a worldwide occurrence of natural disasters such as earthquakes, hurricanes, typhoons, famines and floods, along with armed conflicts ranging from low-intensity conflict to full scale war. In many of these situations, the United States' (US) military personnel are called upon to provide the necessary assistance, and as expected they usually achieve the established objective, as illustrated in Grenada, Florida, Panama and Kuwait. However, no matter how thorough the planning that goes into the development of the tactics and strategies which are to be executed during these operations, without proper training, the response capability of these forces would be deficient. Would any commander commit himself and his forces to any undertaking without first being certain that the skills necessary to accomplish the mission, whatever it is, have been addressed in training? Only by peacetime preparation can we expect to perform well when called upon (Block, 1992:23). Or, as Army Lt. General William G. (Gus) Pagonis, the Deputy Commanding General for Logistics for the Marines, Air Force and the Army during Operation Desert

Shield/Storm (ODS), observed regarding the benefits of training reaped during ODS, "Overall, education and training yielded a more capable, inventive, adaptive force. Smart weapons only work when smart, well-trained personnel are available to operate them. (Pagonis, 1992:100-101)" These remarks addressed the Army's education and training program implemented during the 1970's in response to former Army Chief of Staff General Creighton Abrams' Total Force concept.

When Iraqi forces invaded Kuwait on August 2, 1990 it was believed that they might make a *right turn*, and attempt to invade Saudi Arabia as well (Pagonis, 1992:5-6). On August 7, 1990, the US began sending its military to Saudi Arabia by invitation of King Fahd (Pagonis, 1992:75). US forces, and those of other nations, were sent to the region to halt the advance of the Iraqi troops and to liberate Kuwait (Pagonis, 1992:5-6). Kuwait's freedom was regained on February 27, 1991 (Killen and Wilson, 1992:10). Due to the strategy and tactics applied in the world's first "come as you are war", a tremendous emphasis was placed upon the efficiency of the *logistics machine*, to include the support provided by contracting personnel (Pagonis, 1992:x). Other events that have highlighted the significance of logistical support and the acquisition of materiel, food, shelters, medical supplies, etc. include Hurricane Hugo, Operation Just Cause, Hurricane Andrew, the current civil war in former Yugoslavia, and relief efforts in Somalia (Davis, 1993). Prior to the war, a paper published in the Proceedings for the 1989 Acquisition Research

Symposium, by Captain Robert L. Mason and Professor John W. Garrett, called for specialized training within the Department of Defense (DOD) for Contingency Contracting in an effort to make it par with various specialties within the procurement community.

*Specialized education is required. We therefore propose that DOD, in addition to implementation of the changes already generated and those suggested in this paper, institute immediately a short course in Contingency Contracting. . . (Garrett and Mason, 1989:371)*

After Operation Desert Shield/Storm (ODS), even though the logistical challenge was met, after action reports from within the Army's and Air Force's contracting communities highlighted the need for specialized training in Contingency Contracting. In addition to the numerous after action reports, individual accounts of quarter masters and contracting officers that were deployed in support of the contingency, as well as other more recent Air Force Institute of Technology (AFIT) theses, corroborated the need for specialized training in Contingency Contracting.

#### Specific Problem

To date, in spite of the overwhelming perception of the need for a formal training course in Contingency Contracting, there is currently no effort to generate a DoD or Air Force level course (McCarty, 1993; Pursch, 1993). The purpose of this research is to verify the need for such a course, to identify information that should be addressed in this course, and to collect and compile the pertinent information into

topical areas, forming the framework for a comprehensive Contingency Contracting course. This research effort has the potential to establish a standardized baseline of knowledge, in Contingency Contracting, within the Air Force. This research effort can ensure that contracting officers throughout the Air Force, and possibly the DOD, are provided a common foundation due to their participation in a Contingency Contracting course resulting from this study. A common foundation is essential during operations that involve more than one major command or more than one branch of the armed services.

With the current mandate to *right-size* the forces, and the emphasis placed upon joint-operability, the need to provide such a foundation is crucial. The potential for joint operations became a reality during ODS when General Schwarzkopf made General Pagonis the single point of contact for all logistical needs (Pagonis, 1992:97-98). Specialized Contingency Contracting training is necessary to ensure that the remaining contracting personnel will be able to meet the demand for contracting support of contingency operations into the future.

#### Investigative Questions

The research effort will be directed toward answering the following investigative questions:

1. Does the Air Force need a standardized formal training course in Contingency Contracting?

2. What are the topics that should be included in a Contingency Contracting course?
3. What information do the related Air Force regulations and guidance handbooks provide that should be included in a Contingency Contracting course?
4. What scenarios and lessons learned from past contingencies should be included in a Contingency Contracting course?
5. How should the topics be arranged to provide a logical and coherent presentation?

#### Scope of Research

The focus of this research effort is to form the basic framework for a Contingency Contracting course. Before the framework is developed, a literature review will be accomplished to verify the need for an Air Force wide course in Contingency Contracting. Once the need has been verified, the research will be limited to identifying information that should be instructed in this course. After the relevant information has been identified it will then be collected and compiled into topical areas for a comprehensive Contingency Contracting course. The study is not a critique of the existing contingency guidance and regulations. However, it is an effort to form the basic framework for a Contingency Contracting course. Although, discussion of the evolution of Contingency Contracting methods might seem appropriate, to do so would mean to lose sight of the original intent of this

effort to compile present guidance into a comprehensive Contingency Contracting course. Finally, this study will not try to analyze the theoretical material or methodology addressing course development and instruction. As a result, Air Force Manual 50-62, Handbook for Air Force Instructors, was subjectively chosen as the reference tool used to develop the course framework.

#### Definition of Terms

The following definitions were developed for this research effort. Although these definitions are defined in other areas they are presented to provide the reader with an understanding of how this research team treated these key concepts within this research effort.

Contingency: An event or emergency that requires out of the ordinary response.

Contingency Contracting: On the scene contracting operations conducted in support of a military response to a natural disaster, downed aircraft, humanitarian relief effort or armed conflict.

Contingency Contracting Course: Instruction that addresses contracting activities performed, and guidelines that govern such activities, in support of contingency operations.

Formal Training Course: This includes classroom or workshop training such as Professional Continuing Education and introductory technical training courses (Snyder and Tigges, 1993:6).

Routine Contracting Operations: Predictable contracting activities conducted in support of the mission on a daily basis.

#### Summary

The purpose of this chapter was to present the specific problem--the need for an Air Force wide formal training course in Contingency Contracting--to be addressed as part of this research effort. In order to approach the development of a Contingency Contracting course, investigative questions were formulated to help structure the efforts of the research team. The questions focused upon verifying the need for such a course, its content, and its basic framework. After the questions were presented the scope of the research was given to clarify what should and should not be expected of this research effort. Finally, key terms were defined in an attempt to make the reader aware of the way in which the research team treated these terms throughout this research effort.



## II. Literature Review

### Introduction

This chapter looks at the need for the Air Force to offer a comprehensive formal training course in Contingency Contracting. In order to accomplish this task a review of the related literature was accomplished with a two-fold purpose: 1) to verify the Air Force need for a formal training course in Contingency Contracting, and 2) to identify and collect Contingency Contracting information.

### Overview

To begin the research process a hard copy of The Defense Technical Information Center (DTIC) index, maintained by the AFIT library staff, was searched and revealed, in addition to other related material, existing AFIT studies that addressed various issues related to Contingency Contracting. Of the AFIT research work, the latest was completed in 1985, while the most recent is a study being accomplished concurrent with this research effort. In this chapter the content of the material identified is discussed.

First, the discussion will briefly address the evolving development of the concept of Contingency Contracting. Then the Air Force need for a formal training course in Contingency Contracting is considered. The information identified and collected (to be grouped into topical areas forming the framework of a Contingency Contracting course) as part of this literature review will be presented in Chapter IV. Finally,

the chapter will close with a summary of the important aspects revealed as a result of conducting this literature review.

### Contingency Contracting

Contingency Contracting During Low-Intensity Conflicts, an AFIT thesis accomplished by Captain Robert L. Mason, presents a historical perspective illustrating how the concept of Contingency Contracting developed during previous wars involving the US military. The perspective looks at the role of contracting support during the Civil War, World War I, World War II, the Korean conflict, and the Vietnam conflict (Mason, 1988:6). The implications of this historical perspective are that Contingency Contracting is conducted in support of some form of military deployment, and that Contingency Contracting differs from routine contracting operations. When ODS is placed in this continuum of events, the importance of the role of Contingency Contracting, and its contribution to the overall success of logistical support and ultimately the success of the mission is obvious. However, it is important to indicate that Contingency Contracting activities are not carried out exclusively in support of armed conflicts. There are instances when routine contracting operations may not be practical due to the nature of the mission. Hurricanes Hugo and Andrew, humanitarian relief efforts in Somalia and a downed aircraft at a remote location, all illustrate instances when Contingency Contracting activities are more appropriate than routine contracting

operations. Therefore, Contingency Contracting must be looked upon as a separate entity and not as an *additional duty* to, or an off-shoot of routine contracting operations.

#### Verification of Air Force Need For Contingency Contracting Course

Development of training is necessary whenever an organization formulates or changes strategies and tactics in order to satisfy its goals and objectives. When a process within an organization is created or altered in any manner, the leadership of the organization must then provide training to its personnel if the organization desires to continue satisfying its goals and objectives (Gibson and others, 1991:641).

Training facilitates the acquisition of knowledge and skills necessary for task accomplishment, such as conducting contracting activities during contingencies. The remaining portion of this section is sub-divided so that the support for the development of a training course in Contingency Contracting, preceding and subsequent to ODS, can be considered within the appropriate time frames.

Pre-ODS. The information addressing Contingency Contracting prior to ODS was scarce; it was apparent that limited attention had been given to Contingency Contracting issues prior to ODS. Of relevant interest, however, were the studies accomplished by Mason, completed in 1988, and Contracting Under Conditions of National Emergency/Full

Mobilization by Captains Curtis D. Britt and John L. Miles, completed in 1985. Reviewing their research provided the necessary historical background of Contingency Contracting with respect to applicable legislation, regulations, directives and other pertinent information, including support for establishing some form of training program that teaches the peculiarities of Contingency Contracting. Since their coverage of these areas exceeds the scope of this research effort that information will not be replicated in this study.

Britt and Miles focused their research on the need for a comprehensive document that, "clearly delineates the laws, directive[s], and regulations useful or dilatorious to contracting functions in a national emergency environment" (Britt and Miles, 1985:11-12). In the event of a national emergency or state of war requiring partial, full, or total mobilization of two weeks to six months, what contracting mobilization or contingency plans and procedures would become effective (Britt and Miles, 1985:6,12)? This was the setting used to direct their research. To substantiate the preparation of a comprehensive document for contracting functions during a national emergency environment they cited National Security Decision Number 47, which prescribes United States Emergency Mobilization Preparedness Policy:

*It is the policy of the United States to have an emergency mobilization preparedness capability that will ensure that government at all levels, in partnership with the private sector and the American people, can respond decisively and effectively to any major national emergency with defense of the United States as the first priority. (Britt and Miles, 1985:11)*

Such a response capability can only be achieved through vigilant preparation. To summarize their literature review Britt and Miles stated, as part of their conclusions that, "Education of contracting officers and requirements-generating organizations is needed during peacetime, to ensure they understand their responsibilities should an emergency situation occur" (Britt and Miles, 1985:15).

The research conducted by Mason supported this conclusion. How could the Air Force improve its capability to support a unit at a deployable location by way of Contingency Contracting (Mason, 1988:2)? This was the specific problem Mason chose to address. Mason focused on established procedures for performing Contingency Contracting and the sufficiency of legislation, regulations, and written policies governing the conduct of Contingency Contracting (Mason, 1988:3). As a result of the literature review that he conducted Mason arrived at the following conclusion:

*Another potential problem that exists is the lack of quality training conducted to prepare contingency contracting officers. . . A method must be developed to provide contingency contracting officers with realistic training to prepare them for actual deployment. The Wartime Contingency Contracting Handbook is a valuable tool, but it alone is not enough. (Mason, 1988:14)*

Mason concluded that training was a deficiency and that future research should concentrate on finding a means to correct that deficiency (Mason, 1988:16).

Mason conducted his research by interviewing Contingency Contracting "experts" (Mason, 1988:19). Once his study was

finished, Mason strengthened his recommendation that a course or training in Contingency Contracting be developed, by saying that:

*. . . the need for educating acquisition personnel in contracting during contingencies is manifest. While DOD is concerned now with "normal" peacetime and wartime contracting, surprisingly no course or training exists in contingency contracting. Yet these situations are more likely to occur than full scale war. It is suggested this type of education be initiated within DOD. (Garrett and Mason, 1989:369)*

As a result of ODS, many participants made recommendations for improvements in contingency contracting operations. An Analysis of Contracting Actions by United States Based Department of Defense Organizations to Support Operations Desert Shield and Desert Storm, by Captains Kathleen E. Killen and Gavin P. Wilson, revealed that a few of the recommended improvements, like rewriting Air Force Regulation 70-7, Contingency Operational Contracting Support Program, and increasing the dollar threshold for small purchases by use of the SF 44, were similar to those proposed by Mason in 1988 (Mason, 1988:34; Killen and Wilson, 1992:19-21). One might deduce that if the results from Mason's research had been consulted and implemented prior to 1990, some of the *fog and friction of war*, experienced during ODS, might not have been encountered.

Post ODS. While the coverage given Contingency Contracting issues prior to ODS was limited, the coverage as a result of the experience gained during ODS has noticeably increased. As stated in chapter I, after ODS, after action

reports from within the Army's and Air Force's contracting communities highlighted the need for specialized training in Contingency Contracting. Furthermore, individual accounts of quarter masters and contracting officers that were deployed in support of the contingency, echoed the need. In addition to the research completed in 1992 by Killen and Wilson, A Study of Air Force Theater-Based Contingency Contracting Training Requirements for a Power Projection Strategy, by Captains Tom Snyder and Jon Tigges substantiated this need.

The research conducted by Killen and Wilson analyzed the contracting actions of DOD agencies located within the continental US during ODS (Killen and Wilson, 1992:3). They felt it was necessary to conduct a "review of the literature related to contracting during military contingencies" in order to gain a "basic understanding of the importance of CONUS contracting" (Killen and Wilson, 1992:8). By employing a two round Delphi technique Killen and Wilson were able to collect their data and determine whether a consensus of opinion existed among their subjects (Killen and Wilson, 1992:31-34). Upon completion of their study, Killen and Wilson made the following training recommendation, for implementation by contracting organizations throughout the DOD:

*It appears there is a clear need for contingency training exercises (war games) to be conducted that include the contracting function. The training should involve both contingency contracting professionals who will be deployed, as well as those who will stay behind in the CONUS.*

*Additional training courses should be developed to provide contracting professionals with the information*

they need to perform their jobs well during military contingencies. (Killen and Wilson, 1992:110-112)

In addition to this recommendation, they provided a list of topics to serve as minimum requirements for the courses developed (Killen and Wilson, 1992:112). This information will be presented in chapter IV.

As a follow-on effort, in response to the suggestions for further study made by Killen and Wilson, Snyder and Tigges looked at the Contingency Contracting aspects of ODS (Killen and Wilson, 1992:113; Snyder and Tigges, 1993:72). Specifically, they examined the perceptions of CCOs regarding the training they received prior to ODS, the perceptions of CCOs regarding training and equipment needs as a result of ODS, the training initiatives implemented after ODS, and whether current CCC training and equipping meets identified needs (Snyder and Tigges, 1993:3).

To study the opinions, about the adequacy of training, of the CCOs deployed to support ODS, Snyder and Tigges employed a combination of exploratory and formal research techniques (Snyder and Tigges, 1993:27). The crux of their data resulted from the use of an interrogative survey. Due to the similitude of the research conducted by Snyder and Tigges to this study, the interrogative survey used by them, also provided the *statistical filter* used to screen the topical information that had been collected as a result of this literature review.



Analysis of the data collected by Snyder and Tigges revealed that CCOs did not feel training received from formal courses prior to ODS was adequate, and that they supported the need for formal academic courses to train CCOs in Contingency Contracting (Snyder and Tigges, 1993:67). The data also furnished 50 significant training topics. These topics, along with further discussion of the Snyder and Tigges survey results, will be presented in chapter IV. The statistical strength of the data furnished by the survey respondents confirmed the need for a formal training course in Contingency Contracting. As a result, Snyder and Tigges drew the following conclusion:

*Respondents strongly supported the creation of a separate course specifically targeted at contingency contracting. The number of training topics rated as significant indicates the need for a comprehensive course. (Snyder and Tigges, 1993:68)*

This conclusion, arrived at by the employment of research methods, was also given in the after action reports that reported the lessons learned from first-hand experience gained during ODS.

After Action Reports. ODS was a unique challenge, to the Contingency Contracting Officers (CCOs) who provided contracting support, for many reasons. For example, during peacetime exercises contracting teams deploy in advance of combat units to set up camp; however, during ODS the "killers" were deployed ahead of their logistical support (Griswold, 1991:79; Pagonis, 1992:87,90). With the deployment order reversed, the initial challenge for contracting, at the start

of ODS, was to provide for bare necessities while keeping pace with supporting the deployment (Griswold, 1991:79; Pagonis, 1992:95-97).

In his Command Report for Operation Desert Storm, Army Colonel Charles Bartlett, the Commanding Quarter Master for 22D Support Command, emphasized the need to develop the concept of Contingency Contracting:

*Contingency contracting was the supply system for considerable amount of materials. Contracting provided vital services with their support. Contingency contracting must be developed as a concept necessary for any future deployment. Contracting is a proven logistics multiplier. (Bartlett, 1991:8)*

He, like many others who participated in ODS, including General Pagonis, realized the significant contribution made by contracting, as part of the logistical effort to support the successful accomplishment of the objectives for the contingency (Pagonis, 1992:107-108). A lessons learned packet provided by Headquarters, US Army Forces Central Command, contained the following issue and corresponding recommendation raised by Lieutenant Colonel Douglas B. Byther, an Army Quarter Master, deployed in support of ODS:

Issue- *The ALMC preparatory course for contracting officers concentrated on preparing students for formalized contracting in a fixed and stable environment. No mention was made of contracting in a contingency environment such as Desert Shield. (Byther, 1991:13)*

Recommendation- *It is vital that ALMC address the issue of contingency contracting in their curriculum as this is a way of life for military contracting officers assigned to deployable units. (Byther, 1991:24)*

Lieutenant Colonel Byther points out an important fact; military contracting officers assigned to deployable units are

expected to deploy and provide proficient contracting support during a contingency. In spite of the courses that exist to train contracting personnel in various specialties within the career field, a comprehensive Contingency Contracting course to train the deployable contracting officer, does not exist at the Air Force level (Pursch, 1993; McCarty, 1993; and Garrett and Mason; 369-371).

Air Force Acquisition Professional Development Program. For some reason the current Air Force Acquisition Professional Development Program (APDP) does not include any type of course or equivalency in Contingency Contracting as one of the mandatory or desired requirements to be a certified acquisition professional.

*On November 5, 1990, the Defense Acquisition Workforce Improvement Act (10 U.S.C. 1701) was enacted to professionalize DOD's acquisition workforce. The Act establishes experience, training, education, and other requirements for these employees. (General Accounting Office, 1992:1)*

The intent of the act was to create a corps of acquisition professionals and establish a career development program within the DOD (Rak, 1992:1). In response to the requirements outlined by the act and guidelines established by the DOD, on March 27, 1992, the Air Force issued an Action Memorandum addressing Certification in the Acquisition Professional Development Program. The memorandum was an interim step that superseded all Air Force APDP guidance. As interim guidance, the memorandum set forth the certification training, education and experience requirements for officer, enlisted and civilian

acquisition personnel (Rak, 1992:1). The issue raised by Lieutenant Colonel Byther also applies to this interim guidance. In short, the Air Force APDP requires preparation for formalized contracting in a fixed and stable environment, yet it does not provide or require the training needed by those contracting officers who will be expected to provide support during a contingency. The current Air Force APDP guidance is included in Appendix B.

### Summary

This literature review had a two-fold purpose: 1) to identify and collect Contingency Contracting information, and 2) to verify the Air Force need for a formal training course in Contingency Contracting. The presentation of this chapter concentrated primarily on the second purpose, verifying the need for such a course. To accomplish this, two major areas (the development of Contingency Contracting and the need for training in Contingency Contracting) were discussed.

The first area, Contingency Contracting, briefly examined the development of the concept of Contingency Contracting. This examination illustrated how contracting activities, in support of contingencies, have circumstances that make Contingency Contracting different from routine contracting operations. The second area, Verification of Air Force Need For Contingency Contracting Course, was sub-divided to consider the support for the development of a training course in Contingency Contracting before and after ODS. There

was a marked increase in the call for training after ODS. Finally, the discussion was brought to a close by contrasting the call for contingency related training with the current Air Force APDP. The purpose was to illustrate a disconnect in the Air Force APDP's certification requirements, and the preparation received by the deployable contracting officer.

### III. Methodology

#### Chapter Overview

The intent of this thesis effort is to develop blocks of instruction that will be implemented by the Air Force Contract Management Professional Continuing Education Program, into a formal training course on Contingency Contracting. As Chapter II states, the blocks of instruction were created by compiling existing regulations within the Air Force to include AFR 70-7 entitled Contracting and Acquisition: Contingency Contracting Support Program (AFR 70-7, 1992). In addition, Department of Defense (DOD) handbooks, reports, prior AFIT theses, and other pertinent contingency information was collected. The methodology follows which discusses the processes used to collect and organize data into blocks of instruction for the result of this effort--the Air Force Contingency Contracting Course framework.

#### Introduction

In determining a methodology that would assist in answering the investigative questions discussed in Chapter I, the research team used various recognized, classical approaches. First, the research team studied and chose the most appropriate research design to aid in accomplishing the objective of this study. With the research design complete, a three phased methodology was determined to be the most efficient and rigid method to answer each of the investigative questions. Phase I used the Snowball Method (Emory, 1991:277)

and Literature Search to determine if research was previously completed that would validate the need for a formalized training course. Phase II consisted of a Literary Review and Data Analysis to determine what topics should be included in a formal course. Finally, with the above two investigative questions answered, Phase III included a Literary Review of the Air Force documents detailing the established method for designing a course. The end result of the information collected during the above three phases are the specific blocks of instruction for the Air Force Contingency Contracting Course as detailed in Chapter IV. The final section of Chapter III discusses limitations on this research.

#### Research Design

In determining the research design, much emphasis was given to the work of C. William Emory (Emory, 1991). Emory describes basically two types of research, exploratory and formalized, each with its own unique characteristics (Emory, 1991:140). The primary difference between these two types of research are the degree of crystallization, or structure, and the immediate objective of the study. The exploratory study lacks structure and is more concerned with what the major research tasks are to be. In fact, the primary purpose of the exploratory study is usually to develop some hypotheses for the study. Exploratory research is particularly useful when the researcher lacks a clear idea of the problems he may meet in the course of the study. Through exploration, the

researcher is able to develop concepts more clearly (Emory, 1991:140).

Formalized research, on the other hand, is well structured. It begins with a hypothesis and has precise procedures and sources that are clearly specified (Emory 1991:140). This type of research focuses on a specific section of a researchable subject. It attempts to solve a small piece of a particular topic, which can then be incorporated into existing studies which provides a clearer picture of the research subject area. Formalized research is narrow in scope and usually has quantitative data that addresses the specific area (Emory 1991:140).

In deciding between the two designs, much anxiety existed within the research team. Initially, the research team discussed using a formal design, or a hybrid that combined the formal and exploratory approaches to complete their research. Emory addresses this issue in the following manner:

*The exploration-formalized dichotomy is less precise than some of the other classifications. All studies have elements of exploration in them, and few studies are completely uncharted....More formalized studies contain at least an element of exploration prior to the final choice of design. (Emory 1991:140)*

However, two separate findings changed the direction of the research design from the use of a formal design to an exploratory design. First, the Literary Review details a vast amount of diverse sources recommending the need for a training course. These sources range from memorandums out of the office of the Joint Chiefs of Staff (JCS, 1987) to several



recommendations from previous AFIT theses calling for training in Contingency Contracting. Thus, collecting qualitative (exploratory) information rather than quantitative (formal) information was consistent with the objective of this effort.

Secondly, upon receiving data from the Snyder and Tigges thesis (Snyder and Tigges, 1993), the need for an additional statistical instrument surveying a similar population was found to be duplicative in nature and deemed to be unnecessary. The results of their survey provided the research team with the necessary quantitative statistical evidence for selecting the topics for a course of this nature.

Therefore, based on the above justification, the research design chosen for this effort is an exploratory study using secondary data sources. This type of approach is most appropriate due to the nature of this study. Based on the information that was found, the need for additional quantitative, statistical manipulation is can not be supported. The bulk of the data was received in a qualitative form from experienced, knowledgeable personnel in the Contingency Contracting field. The chosen exploratory design allowed the research team the ability to use existing, formalized research, and to compile the information in an exploratory fashion, into blocks of instruction for the Air Force Contingency Contracting Course.

Although exploratory design is thought to be statistically weak by managers and researchers, Emory provides a different viewpoint.

*There are often strong pressures for quick answers to research problems. Too often it is "obvious" that exploration is "stalling around"...A wiser view is that exploration...should not be slighted. (Emory 1991:140)*

Exploration was selected in order to gain an understanding of the problems and issues concerning training around the subject of Contingency Contracting, which is one of the purposes served by such an effort (exploratory design) (Emory, 1991:146).

Concerning secondary data sources, they consist of "Studies made by others for another purpose..." while primary data sources represent original sources from which data is gathered for the task at hand (Emory, 1991:287). Although all the data used in this research concerned Contingency Contracting, the primary objective of the previous research studied was not for the purpose of using the information for a formalized course. Therefore, the use of secondary data sources was necessary to complete an exploratory analysis of this type.

The primary advantages of secondary data sources are cost and length of time to gather information. The cost is low and collection can usually be accomplished quickly. Problems with secondary data sources, however, include difficulty in assessing accuracy, and the potential for irrelevancy due to the information being out of date (Emory, 1991:286-287). None of which is applicable in this research due to the timeliness and tight scope of the information gathered.

The research design can also be characterized as ex post facto, descriptive, and cross-sectional. The ex post facto perspective is in contrast to an experimental design. An experimental design attempts to control the variables under study, whereas in an ex post facto design, the researcher is not endeavoring to manipulate variables (Emory, 1991:141). A descriptive study is research "concerned with finding out who, what, where, when, or how much" as opposed to determining "how one variable affects another" (Emory, 1991:141). The cross-sectional perspective on design classifies research by the time dimension. A cross-sectional study is "carried out once", while a longitudinal study is repeated (Emory, 1991:141). Although this research is a collection of other studies, all data is similar in nature and was taken from 1988 to 1993 and therefore is deemed timely and cross-sectional. The primary benefits of a cross-sectional study is the time factor and budget. With the brief time and budget available to complete this research, the limitations of a cross-sectional study greatly exceed the possible benefits of follow-up surveys (longitudinal study), to individuals in the Contingency Contracting field. One recommendation that is made in the final block of instruction in Chapter IV is for a questionnaire to be given to all students who attend the future course, to add any comments on course structure and timeliness of information. The results of the questionnaire will serve as a longitudinal study of sorts and will allow for

the initial cross-sectional research to be revised as necessary by the instructor.

With the research design solidified, the following is the three-phased methodology that was used to complete the research for this effort.

### Phase I

The first investigative question concerns the need for a formalized training course. The methods used in completing this research were:

1. Snowball Method
2. Literature Search

These methods were selected due to prior knowledge that research by Snyder and Tigges (Snyder and Tigges, 1993), who employed a formal research design, was being completed concurrent with this research. The partial findings of that research effort are briefly discussed in Chapter IV of this thesis.

The Snowball Method (Emory, 1991:277) is a contemporary study that allows the researcher to build a network of contacts on a specific subject. As the name sounds, as more and more people are added to the information network, the greater is the amount of information. The contacts that are added then, in turn, recommend others that may have additional information and the list expands exponentially. As Emory explains, "the snowball gathers subjects as it rolls along" (Emory, 1991:277). A primary purpose of using a snowball

technique is that individuals that are discovered may, or may not, be selected and added to the network (Emory, 1991:277). This provides the researcher the ability to filter out those respondents that respond positively that a formal course should exist, when actually, the person has no justification or requirement for such a course. Therefore, some respondent's replies are not used in the final results.

Specifically, the Snowball Technique allowed the research team to obtain information and contacts from different Air Force commands and other DOD agencies. The personnel that were contacted due to the Snowball technique had actual experience in contingencies or, was someone in a position who could justify the requirement for a Contingency Contracting course of this nature.

The other method used to complete Phase I was a Literary Search. This method was conducted as a principal means of gathering secondary data sources. In addition to the above Literature Search, the collection of secondary data sources was assisted by traditional library and reference word searches.

Furthermore, a large percentage of the documents used as a basis for this research was a direct result of the contacts made using the Snowball Method. Many of the sources provided justification for the course including numerous lessons-learned from past contingencies that discussed the need for training.

## Phase II

Similar to phase I, a need existed to validate information used in this effort that was accomplished in previous research. For phase II, the researchers used a two step approach due to the type of information that needed to be studied. The two approaches used in answering the investigative question concerning what topics should be taught in the course were:

1. Literature Review
2. Data Analysis

The requirement for a Literature Review was based on the volume of previous research and secondary sources that discussed the lack of overall training in the Contingency Contracting field. As chapter IV reveals, at least three previous AFIT theses on the subject of Contingency Contracting recommended additional training be implemented. Based on the fact that the results of the previous research additionally detailed specific topics for future training, the Literature Review provided the most efficient methodology to reveal topics for use in the blocks of instruction, detailed in Chapter IV.

The second step in the phase II methodology was a Data Analysis of the training topics that Captains Snyder and Tigges (Snyder and Tigges, 1993) survey found as being significant. An analysis was required to further calculate the raw survey data into organized, topical categories.

Chapter IV gives additional background on the Snyder and Tigges survey and the results of the Data Analysis.

In addition to the above Literature Review and Data Analysis, a comparative analysis between the AFIT thesis conducted by Captains Killen and Wilson (Killen and Wilson, 1992), formally recommending topics for future training; and the Snyder and Tigges survey, statistically providing significant topics, were compared, looking for duplicative topics to validate the Killen and Wilson results.

### Phase III

In summary, the investigative questions of need and content will be answered through the above said methodology. The final phase of this effort then is to use a known methodology to literally piece blocks of instruction into an organized framework. Thus, phase III is the methodology of developing the blocks of instruction for this course. The methodology used to complete phase III was a Literature Search. It was not until well into this effort that a methodology on course development was found that was endorsed by the Air Force. Captain Dan Warden, AFIT, Professional Continuing Education Instructor, provided a copy of Air Force Manual 50-62, the Handbook for Air Force Instructors (AFM, 1984), to the research team. This manual discusses such topics as lesson planning, lesson development, instructional methods and media, and evaluation. As this manual states in the introduction:

The official Air Force process for curriculum planning, called ISD or instructional system development, is a sound approach of the systems type which has been successful in a variety of civilian and military contexts. (AFM 50-62, 1984:1-1)

Although this effort will confine itself to writing blocks of instruction, not actual lesson plans, this manual is still a valuable resource and was relied upon in developing the blocks of instruction as detailed in Chapter IV.

#### Limitations of Methodology

The principal limitation of the chosen methodology is that the exploratory design does not constitute empirical research where a formal design would provide this possibility. As earlier stated, this effort is a cross-sectional study. One method that could strengthen the methodology in this effort is an "experience survey" (Emory, 1991:146). An experience survey seeks "...information from persons experienced in the area of study..." who can help "secure an insight into relationships between variables" (Emory, 1991:146). An experience survey continues to survey different personnel until the information known is duplicated (Emory, 1991:146). Although informal experience surveys were taken throughout this effort under the guise of the Snowball technique, a formal experience survey would assist in "securing" that the topics used in the blocks of instruction were statistically repeatable. However, as also mentioned earlier, a questionnaire will be used in the course asking for suggestions or corrections to the course material, providing



an avenue for similar information that would be found in an experience survey.

Lastly, given the problem of the non-existence of a central contingency course or any Air Force policy beyond Air Force Regulation 70-7, Contingency Operational Contracting Support Program (AFR 70-7, 1992), organizational references or additional documents may have been unintentionally omitted from this exploratory study on which this research is based.

### Methodology Summary

Questions such as need, content, and design were foremost in the minds of the research team when they set out on this research. Upon selecting the research design and developing the three-phased approach to tackling the investigative questions, the methodology chosen provided a detailed road map as to where the research needed to progress. Chapter I provided the focus, questions, and definitions that are required of any project of this size. Chapter II detailed the history of contemporary Contingency Contracting and verified the need for formalized training. Finally, Chapter III has provided the bridge between the numerous handbooks, lessons learned, and prior research; using classical methodologies to funnel the information that was found to be significant into concise blocks of instruction as detailed in Chapter IV.

## IV. Results

### Overview

The investigative questions detailed in Chapter I are the guide for this research. The findings and discussion, therefore, follow the sequence of these questions to maintain the relationship that exists between the information presented and the question it addresses.

The findings that resulted from the use of the research methodology outlined in Chapter III are presented in this chapter. This presentation is divided into three major sections: 1) need verification 2) topical information and 3) course framework. Chapter II partially addresses the findings of the first investigative question, the need for a formal course. Detailed results of the need question are included in this chapter in support of chapter II. Therefore, this chapter primarily concentrates on the findings of the questions concerning course content and structure. After the findings have been discussed, the resulting blocks of instruction are presented according to AFM 50-62 Handbook for Air Force Instructors.

### Need Verification

Question 1. Does the Air Force need to provide a standardized formal training course in Contingency Contracting?

The question of need is logically the first step for any research project. Without determining whether or not a need

actually exists, the time of the research team and leader is wasted. Even with sponsorship from the office of the Secretary of the Air Force for Acquisition, SAF/AQC, the research team wanted to confirm their perception of the need for a course from previous research, but most importantly, from the experience of past and current CCOs.

The primary reason for the additional discussion on need in this chapter is due to the statistical findings that were produced from the Captains Snyder and Tigges survey. The survey included four questions asking the respondents to rank order "the effectiveness of the four methods of contingency contracting training" (Snyder and Tigges, 1993:102). The four options were: (1) Deployment, (2) On the Job Training, (3) Base Exercises, and (4) Formal Training Course. The results of the rank ordering concluded that only second to an actual deployment, a formal training course was the best method to receive necessary training to prepare personnel for contingency situations (Snyder and Tigges, 1993:55). In addition to the above analysis, answering an investigative question of their own: "What suggestions do CCO's have for improving contingency contracting training" (Snyder and Tigges, 1993:58)? The results found that "the largest grouping (33%) recommended the creation of a formal course on contingency contracting" (Snyder and Tigges, 1993:56).

However, the most significant findings in the Snyder and Tigges survey were the results of questions 18, 19, 20, 21 (Snyder and Tigges, 1993:102). These questions focused

specifically on formal academic courses concerning Contingency Contracting. Out of approximately 47 respondents, the following are the compiled results. The number under the corresponding category is the total number of respondents that selected the said category. The total number of respondents vary between 41 and 42 due to respondents not answering a certain question.

Question #18 - Formal academic courses prepared me for contingency contracting duties during Desert Shield/Storm.

Strongly Disagree	Somewhat Disagree	Neither or Agree	Disagree	Somewhat Agree	Strongly Agree
25	4	7		4	1

Question #19 - Contingency contracting officers should receive more training from formal academic courses to help them prepare for wartime contingencies.

Strongly Disagree	Somewhat Disagree	Neither or Agree	Disagree	Somewhat Agree	Strongly Agree
2	2	1		10	26

Question #20 - When contingency contracting is taught in a formal academic course, it should be taught as a separate course and NOT as a part of another course.

Strongly Disagree	Somewhat Disagree	Neither or Agree	Disagree	Somewhat Agree	Strongly Agree
3	6	4		6	23

Question #21 - Additional formal academic training on contingency contracting is not really worthwhile.

Strongly Disagree	Somewhat Disagree	Neither or Agree	Disagree	Somewhat Agree	Strongly Agree
28	6	4		3	1

## Topical Information

### Question 2. What are the topics that should be included in a Contingency Contracting course?

The question regarding content was considered just as important as the findings from the need question. Not performing the research needed to determine the content of the course, increases the potential for developing a course that does not reflect the needs of the CCO. It would also mean that the resulting framework is based upon the whims of the researchers and lacks credibility. Therefore, due to the formal research design used in two of the related secondary sources, they became filters for determining what topics should be included and what topics should not.

The findings of the first source are from the previously mentioned Killen and Wilson AFIT thesis effort. Among their final recommendations were topics that should be included in "training courses...involv[ing] both contingency contracting professionals who will be deployed, as well as those who will stay behind in the CONUS" (Killen and Wilson, 1992:111).

The topics mentioned were a direct result of comments the researchers received on a specific question on training (Killen and Wilson, 1992:29, 190-192). The following are their recommendations for future training topics (Killen and Wilson, 1992:111):

1. The difference between laws and regulations.
2. The requirements certification process.
3. The use of Undefined Contractual Actions.

4. How to obtain Department of Commerce direction to reprioritize Defense Priority Allocation System ratings.
5. Alternate sources for delivery.
6. How to procure commercial items.
7. How to find sources for items no longer currently produced.
8. Communication with the users.
9. Relationships with contractors and other government personnel.
10. Defense Contract Management Administration Office responsibilities.
11. Waiver package for military contingencies
12. Specific to deployments:
  - Overseas acquisition procedures
  - Local purchasing
  - Alternate methods of contracting
  - The economic variation provision for armed conflict
13. Other topics for closure and redeployment:
  - records collection
  - final reports
  - termination of contracts
  - disposition of assets

The above research was conducted during 1991-1992. There were no findings of any work complete or in process that has implemented these topics into formal training lesson plans. Nor was there found any evidence that these topics are not necessary in future contingency training. Therefore, these topics were evaluated against the most timely research, that of Snyder and Tigges, concerning topics that should be used in future training. It was determined by conducting a simple topic comparison that all topics, in part or full, are necessary and valuable for future training.

A second source is the research of the Snyder and Tigges survey. Out of a total of 85 different topics, the 47 respondents were to rank each question from 1 - 5, where 1 is

of lowest importance and 5 is greatest importance. The following is taken from the said research:

The mean response of each question was compared to the value of 4 on the Likert type scale. This comparison tested whether or not the mean rating of each topic actually exceeded the value of 4 at the 99% confidence level. (Snyder and Tigges, 1993:39)

The T-test used the following hypothesis:

Ho: The individual question mean was less than or equal to 4.  $u_1 \leq u_2$

Ha: The individual question mean was greater than 4.  $u_1 > u_2$

The questions that rejected the null hypothesis were considered by the respondents to be significant topics for training future CCOs. (Snyder and Tigges, 1993:40)

The conclusion of the T-test resulted in 50 out of a possible 85 topics rejecting the null hypothesis, thus showing significance. The 50 significant topics are subtopics of 13 categories (Snyder and Tigges, 1993:53). The 85 topics were arranged by the 13 categories in the survey. The number preceding each topic is the rank ordering that the T-test provided; with 1 having the highest significance and 50 the least significance. Due to the fact that 35 of the possible 85 topics were not considered to be significant via the T-test, number 50 is considered to be important to emphasize in the blocks of instruction. The additional, non significant, 35 topics were reviewed and are added at the research team's discretion as supporting topics to the blocks of instruction detailed later in this chapter. The following is the list of

the 50 significant topics within the 13 corresponding categories (Snyder and Tigges, 1992:111):

#### CONTRACTING INSTRUMENTS

- 3 - Use of SF 44's
- 5 - Use of Blanket Purchasing Agreements (BPAs)
- 39 - Writing statements of work (SOW)

#### PLANNING AND PREPARATION

- 10 - Procurement Integrity in a Contingency
- 16 - How to establish a Pre-Deployment listing of critical requirements
- 23 - Understanding legal authority under emergency conditions

#### COORDINATION

- 9 - Finance Issues and Procedure
- 14 - Transportation Issues and Procedures
- 17 - Security Issues
- 19 - Supply Issues and Procedures
- 21 - Mutual Support Agreements with Other Nations
- 22 - Civil Engineering Issues and Procedures
- 32 - Services issues and procedures
- 34 - Working with other branches of the US armed forces
- 41 - Working with US Embassy.

#### COUNTRY UNIQUE ISSUES

- 4 - Currency Issues
- 6 - Host Nation Support Agreements
- 13 - Make-up of Local Economy
- 24 - Cultural issues (taboos, customs)
- 36 - Dress issues

#### TYPES OF CONTINGENCY CONTRACTING

- 1 - Service
- 7 - Commodities

#### MONEY MATTERS

- 11 - Cash Payments
- 18 - Protection of Funds Under Field Conditions
- 28 - Convert funding
- 38 - Obligation Authority (AF Form 616)
- 47 - Appropriation sources



## CASE STUDIES OF REAL-WORLD SCENARIOS

12 - Dealing with Kickbacks (case study)

## TRANSPORTATION OF GOODS

15 - Customs (imports/exports)

### Setting Up Shop

- 2 - Communication lines (fax, phone, radio)
- 8 - Obtaining a vehicle
- 25 - obtaining interpreters
- 26 - anticipating customer requirements
- 27 - chain of command in a contingency
- 31 - finding a place to work
- 43 - Establishing review and approval procedures
- 46 - Proximity to critical organizations

### Redeployment

- 20 - Claims
- 30 - Terminations for Convenience
- 42 - Restrictive Commanders (case study)
- 44 - Records disposition

### Decentralization of Contracting Authority

- 29 - Methods of Control
- 45 - legal limitations of decentralization

### Locating Sources

- 33 - Existing vendor source listings
- 37 - Referrals to other in-theater organizations
- 40 - Home base support
- 50 - Intermediate base support

### Contract Administration

- 35 - Payments
- 43 - Contract Surveillance
- 49 - Termination for default

Due to the nature of the Snyder and Tigges formal research design and the statistical rigidity that follows such a study, they were able to "capture adequately the characteristics of a population by making inferences from a sample of items" (Snyder and Tigges, 1991:39). Based on the above, the results of the training topic questions in the said survey would be the basis for the topics to be emphasized in the blocks of instruction. The Snyder and Tigges thesis provides a complete explanation of the statistical procedures and the detailed results of the test of significance. In addition to the above two primary sources for topic generation, Air Force Regulation 70-7, Contingency Operational Contracting Support Program, Attachment 3, page 13, dated 22 June 1992, entitled, Contingency Operational Contracting Support Program Initial Training Outline, provides topics for general information, training to support potential conflict deployments, and training for local emergencies. Although not used directly, it was a good source to confirm previous findings on the selection of topics.

Secondary sources were analyzed to add content to the topics that were selected to be used in the blocks of instruction. One excellent secondary source for contingency documents was the Air Force Logistics Management Agency

(AFLMA) located at Gunter AFB, Alabama. Examples of the documents are discussed later in this chapter.

The final source of information for content included in the blocks of instruction was from Senior Master Sergeant (CMSGT select) Mike Davis, Superintendent, Policies and Procedures, HQ ACC/LGCP. He was a great asset to the accomplishment of this research. In addition to his experience and contacts (via the Snowball Method), he provided this research team with valuable instructional material that he used to teach a training seminar on Contingency Contracting to ACC personnel. The four phase format for the blocks of instruction, detailed later in this chapter, is based on the prior work of CMSGT (SEL) Davis.

Question 3. What do the current Air Force regulations and guidance handbooks provide that should be included in a Contingency Contracting course?

Currently, the Air Force has one regulation that addresses the issues of Contingency Contracting--AFR 70-7. Captain Mason's thesis (Mason, 1988:34) recommended that changes be made to AFR 70-7 and a revision was published in 1992 with many of the needed changes. In addition, waivers to Federal Acquisition Regulations have been recommended in both Mason's thesis and Killen and Wilson's thesis.

Due to the numerous regulations that exist relating to acquisition practices and the dynamic nature of such issues, it was not in the scope of this effort to analyze each regulation and verify the contents. Much of this work was

previously completed by the above two theses. In addition, it will be the responsibility of the instructor to stay current with the changes to regulations concerning Contingency Contracting. The findings of this chapter recommend that the following regulations be discussed in support of the selected topics:

- AFR 70-7
- Federal Acquisition Regulations
- DOD Federal Acquisition Regulations

Specific citations from each of the above regulations will be discussed in detail as each topic is highlighted in the blocks of instruction later in this chapter.

Further sources for the content of the blocks of instruction came, primarily, from the Air Force Logistics Management Agency. The following is an example of the handbooks available concerning Contingency Contracting and the major areas of concentration:

1. Wartime Contingency Contracting Handbook  
(Robinson, 1992a)

- Duties and Responsibilities
- Legal Authorities and Limitations
- Funding Issues
- Contingency Contracting Procedures
- Rules of Engagement

2. Contingency Contracting-What to do in a Emergency  
(Robinson, 1991b)

- Advanced Planning
- Actions Immediately Prior to an Emergency
- On-Scene Operations
- Long-Term Actions
- Offsite Contingency Support
- Deployable Contracting Actions Tracking System (DCATS)

3. USCENTAF Operational Contracting Guide (Hall and Hauf, 1992)

- Contracting in the USCENTAF Area of Responsibility
- The Middle East and Southwest Asia

4. Statements of Work for Contingency Contracting (Robinson, 1992b)

- Contract Quarters
- Refuse Collection
- Custodial Services
- Full Food Service
- Laundry and Dry Cleaning
- Vehicle Rental

Each guidebook provides valuable background information that adds depth and different perspectives on many of the selected topics. The research team of this effort did not find it necessary to go into additional detail on each of the above guidebooks but instead refer the reader to AFLMA, Gunter Alabama 36114-6693 for copies of the above reference material.

Question 4. What scenarios and lessons learned from past contingencies should be included in the course?

The purpose for researching this question is to find real world ideas and experiences to supplement the course. One of the results of this course is to train CCO's primarily on regulations and procedures, however, real experiences also assist the learning process by bridging book knowledge and reality.

The first list of lessons learned were from CCO's that deployed to Desert Storm/Shield and returned with comments on a formal training course (Snyder and Tigges, 1993:184-186).

*A formal school should be established. I know DCATS is out there, but guess what - I've never*

used it. During an emergency is no time to read the owners manual. (Snyder and Tigges, 1993:184)

A formal course would be better than learn as you go. (Snyder and Tigges, 1993:184)

I think formal training classes would be the most beneficial. In a formal training or workshop type atmosphere, all the class attendees can share their most unique experiences because no deployment is the same. (Snyder and Tigges, 1993:184)

First of all, you've got to offer a formal class to get people inundated in what being a CCO is all about. A week long class at Lowry or a road show would be adequate. (Snyder and Tigges, 1993:185)

Training should, if not already, be introduced at the school house. I've taken several contracting courses and cannot remember any of them focusing on CCO responsibilities. Actual on the job training is good but, in real time situation, having the pressures . . . is not the best time [to learn]. (Snyder and Tigges, 1993:186)

The above is only a small sample of the lessons learned concerning a formal training course. The full list is detailed in the Snyder and Tigges survey results (Snyder and Tigges 1993:184-186).

Another section of the Snyder and Tigges survey also asked for ideas on training scenarios. Although these ideas were geared to a base exercise or deployment, it is still applicable to classroom training. The following are examples of the lessons learned that actual CCO's saw as necessary for additional training:

Short of an actual deployment, active participation in exercise site surveys is great. (Snyder and Tigges, 1993:176)

Something where the CCO had to provide for a bare base environment. . .The CCO needs practice being tasked and performing to provide for setting up a base. (Snyder and Tigges, 1993:176)

Bar Base, no electricity, water or quarters. (Snyder and Tigges, 1993:176)

Buy essentials; water, food, trans, airfield services. (Snyder and Tigges, 1993:177)

Deploy. . .set up an operational office, prepare mock contracts. . .close-out/terminate contracts and re-deploy. (Snyder and Tigges, 1993:177)

Put all the players in the game. . .Mechanics, Commanders, Finance, CE, Contracting are all involved and forced to work together. (Snyder and Tigges, 1993:179)

Anything to do with construction equipment, loss of communication, or the need for transportation. (Snyder and Tigges, 1993:180)

Dealing with the host nation; what to expect when preparing to negotiate and negotiating a host nation support agreement. (Snyder and Tigges, 1993:181)

Sending them to an aircraft crash. . .It would allow them to use the SF44 and the imprest funds that are available. (Snyder and Tigges, 1993:182)

In total, the list of recommendations and experiences are 89 pages long in the Snyder and Tigges survey results (Snyder and Tigges, 1993:106-195). Specific to the 13 categories from the Snyder/Tigges survey that provide the basis for the blocks of instruction, a total of 15 pages of the Snyder/Tigges survey are reserved solely for detailed comments on 7 of the 13 categories. The following are the specific categories and corresponding lessons learned sections:

<u>Training Category</u>	<u>Lessons Learned - Survey</u>
Planning and Preparation	Compromising Position
Coordination	Interservice Agreements
Country Unique Issues	Cultural Realities Host Nation Support

Training CategoryLessons Learned - Survey

Money Matters

Money Matters

Case Studies of Real World

Accountability

Setting Up Shop

Problems with Commanders  
Getting StartedDecentralization of  
Contracting Authority

Organizational Structures

The lessons learned in the Snyder and Tigges survey provide valuable content for the above 7 out of the said 13 categories for the blocks of instruction later in this chapter.

Another source of lessons learned was from Captains Killen and Wilson's thesis. They used information from a report by Anthony Montero entitled Operational Contracting After Action/Lessons Learned Operation Desert Storm/Shield, Report to 33rd Tactical Fighter Wing, dated 25 April 1991. The following is a summary of the topics: (Killen and Wilson, 1992:28)

Anti-terrorism techniques  
Security practices  
Driving in foreign countries.  
Oversees acquisition procedures  
Base Level mess service contracts  
Base Closure

In general, the overall findings of this research provide insight into the necessity to learn the regulations first, but not to stop there. Situations and scenarios need to be applied to supplement the training to give the student a feeling of what to expect in a contingency situation.



One final source of lessons learned was taken from the work of Captain Mason (Mason, 1988:32). Captain Mason received comments through an interview method concerning general lessons learned by CCOs. The following are "several key items. . .to help future contingency contracting officers" (Mason, 1988:32):

1. You are the guest. Always be respectful of the host country's customs and beliefs.
2. Problems are best resolved through political channels. Don't hesitate to elevate a potential problem to the local American embassy.
3. Do not take on additional duties; you won't have time.
4. Insist that only one or two people be designated to approve requests. This will eliminate many unnecessary or duplicate purchases.
5. Remember your job is to support the deployment.
6. Document sufficiently to justify your actions.

During times of stress and conflict, emphasizing these issues in a course will reinforce the need for such actions during times of trouble.

#### Course Framework

Question 5. How should the topics be arranged to provide a logical and coherent presentation?

In reference to guidance on the development of the blocks of instruction, AFM 50-62, Handbook for Air Force Instructors (AFM 50-62, 1994), was explicitly used. This manual provided

guidance on the organization and structure for each block of instruction. In addition, information on developing the lesson objectives, samples of behavior, and ideas for block content were also taken from this source.

The direction of this effort was not to research the Air Force style of course development, but strictly to have a general understanding as to the structure that the blocks of instruction should follow. This manual was found to be the recommended Air Force reference guide available to AFIT instructors of both the Graduate School and the Professional Continuing Education (PCE) Program. Therefore, this manual is considered to be the baseline for the development of any Air Force course.

The balance of this chapter is the collection of results from the investigative questions. Together, the results are combined to complete the goal for this research, the development of blocks of instruction for the Air Force Contingency Contracting Course. The style format for the blocks of instruction are in accordance with AFM 50-62. A synopsis of these blocks of instruction is shown in Appendix A.

## Blocks of Instruction

### Course Objective.

The purpose of the Air Force Contingency Contracting Course is to provide contracting personnel the opportunity for an intense review of areas of importance in Contingency Contracting. Additionally, this course uses school exercises and student case problems to improve the student's ability to evaluate relevant facts and analyze alternative solutions. The goal of this course is to increase and broaden the student's knowledge and perspective of Contingency Contracting so that they will be more responsive and responsible in the area of Contingency Contracting.

### Course Description.

This course emphasizes participation and interaction among students and the instructor. The information is a collection from different Air Force contracting organizations and lessons learned from prior contingencies. The primary topics of instruction are the result of research conducted on CCOs and their response to areas of needed training. The progression and outline of instruction for the class reflects the actual phases that exist in a contingency situation. The four specific phases are:

- Block I - Initial Mobilization/Deployment
- Block II - Build-Up/Sustainment
- Block III - Contracting During Hostilities
- Block IV - Termination/Redeployment

Included in the blocks of instruction are personal experiences from Contingency Contracting officers to assist the students in the learning process. These experiences were from the results of Captain Snyder and Captain Tigges (Snyder and Tigges, 1993:111-195). In addition, special attention is given to differences that exist during non-wartime contingencies such as hurricanes, floods, and other disasters.

Block I.

Subject: Contingency Contracting during Initial Mobilization/Deployment

Objective: Comprehend the requirements for a Contingency Contracting Officer during the Initial Mobilization/Deployment phase.

Samples of Behavior:

1. Comprehend the necessary predeployment planning activities.
2. Identify the Contingency Contracting Officer's responsibilities during Initial Mobilization/Deployment phase.
3. Describe the different methods of Contracting for small purchases and when each should be used.
4. Comprehend the use of formal contracts in contingency situations.

Prior to the contingency, predeployment planning must be occurring at every base. Each CCO must be actively included in the following areas: (1) Operational Plan (OPLAN) Review, (2) Source List Development, (3) Site Surveys and Documentation, and (4) Deployment Kit Contents. The following is a description of the above four areas:

- Review OPLANs

-- Monitor and Review Current Plans

-- Base Support Plans for:

--- Contracting manpower requirements

The following comment details the need for intense planning prior to a contingency. As is stated below, there was not enough manpower nor proper direction for what work needed to be accomplished:

I got there about two weeks into Desert Shield and there were not enough contracting folks to do the job correctly. It was a state of confusion and everyone was too busy to set up proper channels for distribution. To coin a phrase, we just made it happen. (Snyder and Tigges, 1993:146)

- Allocation of contracting UTC within OPLAN
- Adequacy of contracting resources
- Individual Mobilization Augmentee availability
- Equipment/personnel support requirements for the CCO positions of each OPLAN
- Procedures for validating requirements, accept deliveries, and verify specifications
- Coordinate contracting and finance functions for paying agents
- Clothing requirements for deployment location
- Supply system interface
- Adverse impacts to statutory limitations
- 24 hour emergency source points of contact
- Approval for CCOs to carry weapons
- Plan taskings with checks and balances

Proper planning will provide the framework for a smooth transition between normal procedures and contingency contracting in the field. As a government employee with the responsibility of our nations tax money, checks and balances are a requirement whether at home or on the battle field. The following is a perfect example where this concept failed to be implemented:

. . .getting people to run their shops the way they do at home. Everybody wanted to throw out the normal checks and balances. For example, when

equipment such as copiers, water coolers, and miscellaneous office equipment was rented, no one wanted to establish accountability. Base supply who was supposed to set up a CACRL listings took a long time to do so and as a result, the CCO was not on top of all the equipment he/she had rented. Some of the stuff [rented] got sent home and we had to negotiate payments for materials we could not find. . . There were more problems with people who didn't want to do the paperwork right or not at all. (Snyder and Tigges, 1993:159)

- Reporting and documentation requirements
- Taskings for contract close-out termination and claims processing
- Procedures for lessons learned and after-action reports
- Local Support Plan Development
  - Identify and appoint CCO's with warrants
  - Provisions/procedures for maintaining records and monthly reporting
  - Provisions for interfacing Resource Management Board
  - CCO relationship between gaining command/home station
  - Location and materials required for CCO deployment kits
  - Direction on obtaining funds for emergency deployment

A Contingency Contracting Officer is useless in the field without the proper tools. The main tool needed is cash or funding documents of some sort! How would you like to arrive at contingency without the capabilities to meet the customer's needs! Well, here is an example of a Contingency Contracting Officer's biggest nightmare:

*Upon arriving at my location I was unable to provide support for my wing because I was deployed*

with no funds or funding instrument. There was no finance support at my location. The previous wing withdrew and took their CCO with them. He had been given Treasury checks and was acting as CCO and paying agent using cash to pay for all transaction. I finally received a funding document from my home station but still had no finance support. My home station finance wanted me to submit all invoices to them for payment, a process which would take up to 90 days for receipt of payment if we were lucky and the mail got to us. As it was, I decided to speak to the Army Comptroller and request support through ARCENT. After making arrangements with the Army finance personnel, I needed to set up a system where I could get checks issued on a weekly basis rather than monthly as was customary since my vendors were very slow to accept me since I was unable to pay with cash as the previous CCO had. Once I set up procedures with ARCENT for weekly payments, the vendor response improved although some still refused to accept payment by check. (Snyder and Tigges, 1993:158)

- Interfaces with paying agents and labor officer

- Site survey/exercise participation provisions

- Develop assumptions on possible regulation changes due to deployment

- Provisions for conducting periodic OPLAN reviews

- Source List Development

- Sources of Information

- Vendor Source system (South West Asia only)

- Previous After Action Reports/Lessons Learned

- Hotel Travel Index

- US Embassy/Consultants

- Host Nation Referrals

- Local Telephone Directories



- Hotel Referrals
    - Local Referrals
  - Master Vendor List
    - Documentation Files
    - DCATS
  - Emergency Source List
    - Developed during exercises/contingencies
    - Contractors capable of 24 hours a day assistance
  - Host Nation Support
    - NATO Mutual Support
    - Status of Forces Agreement
    - Assistance in Kind Agreements

Proper planning is not only necessary for the CCO to learn their specific responsibilities; continuous planning and communication concerning agreements with other nations is important as well. The following is an example where this was clear prior to the contingency:

*Dealing with the Royal Saudi Air Force (RSAF) Ministry of Defense and Aviation (MODA), Assistance in Kind Agreements. When I arrived in Dec 91, MODA had refused to pay approximately \$5 million for vehicle support at Dhahran. Previous CCO had worked diligently but was unable to convince MODA [the] need to pay. Working with CENTAF (Forward) at Riyadh and 4404 CW(P)/LGT, we were able to trace vehicle rentals from Desert Shield through our deployment in the cease fire campaign. When we provided MODA with records all the way back to Aug 91, MODA agreed to pay. (Snyder and Tigges, 1993:155)*

- Items/Services Available
      - Billeting

----- Food, water, and ice

----- Ground fuel

----- Transportation

--- Items/Services Available

----- Utilities

As the following statement details, host nation agreements for common necessities can save large sums of money. The CCO should be aware of the host nation agreements that are available for use in contingency situations.

*Coordinating and understanding host nation agreements. Understanding these agreements saved the US government a "bunch" of money. Due to the fact (Oman) we did not have to write a contract for base refuse, electrical support, billeting, and gasoline. (Snyder and Tigges, 1993:154)*

- Site Surveys and Documentation

-- Exercise Participation

--- Gather Requirements

--- Contact sources prior to departure

--- Arrange site survey contracts

One problem that arises with agreements made in peace time is that the agreements may be forgotten in times of contingencies. The following is strictly one person's view of a particular country, but is an example of the importance of having all pre-arranged contracts clearly stated and signed:

*Getting the Saudis to buy and deliver items and services they agreed to support us with was like pulling teeth. It was even worse trying to get them to pay their bills. They were super slow. (Snyder and Tigges, 1993:151)*

--- Finalize contracts for exercises

- Collateral Support
  - Embassy
  - Other DOD Agencies
  - Referral Support
- Documentation Requirements
  - Lessons Learned/After Action Reports
  - Maps
  - Business Contacts/Vendor Lists
  - List of Embassy Personnel Support
  - Contract Actions/Dollars
  - Distribution to MAJCOM
- Deployment Kit Contents
  - Regulations
    - AFR 67-24 Emergency Procurement of POL
    - AFR 70-7 w/supplements
    - AFR 170-18 Operations under Emergency Conditions
    - AFR 176-9, Atch 13, Concessionaire Contract
  - Contract items
    - Forms/Ordering Instruments
    - Sample Contract formats
    - Contingency Operational Contracting Support Plan
    - Applicable Base Support Plan
    - CCO Certificate of Appointment
    - CCO procurement integrity training documents

The following is an excellent example of why CCO's are

required to have the highest integrity. Proper training in this area will prepare the CCO for situations such as these:

I was stationed in Taif, Saudi Arabia and the Saudi liaison, Col X told me we had to have our Officers leave the AL Gaim complex where they lived because I wouldn't enter into an agreement which would obligate the government into a contract over \$1,000,000.00. We had plans to build our site up to include a dining hall, swimming pool, basketball courts, a running track, paved roads, and ten more double wide trailers. I had someone fly in from Riyadh from Civil Engineering to draw up the plans, but no money had been obligated. He wanted us to go to his sources, I told him it didn't work that way and he said he wouldn't let anyone else on the base. We had been putting him off trying to get funds together to make this happen, he always threaten us with eviction. He and the base commander happened to be a prince so there was not too much we could do. I called my point of contact in Riyadh, Capt X, and explained the situation to him and he and another gentlemen flew down to lend me some assistance. We ended up putting our Officers in a five star hotel because there was no other hotel in the vicinity of the base. (Snyder and Tigges, 1993:156)

Dealing with bribes and kickbacks proved difficult. It was rampant and the temptations were very strong. Much training is needed on dealing effectively when placed in a potentially compromising situation. (Snyder and Tigges, 1993:157)

-- Administrative supplies

--- Equipment (fax, phone, computer)

--- Preprinted purchase order clauses

--- Regional dictionary

Who knows when one may need to talk to the locals! Small items such as a dictionary is just one of the necessary tools for contracting officer to do the job. Is there any other items that may come in handy for the CCO out in the field?

Well one night on our way back from Zakho, Iraq, the weather was so bad that the helicopters had to land in the middle of a Kurdish village. Unable to speak the language, I was able to find lodging and food for all 15 of us. I used my pocket size Kurdish dictionary to explain what we needed, also one of the people stranded spoke a little Kurdish. It was some experience. The snow didn't stop until late the following day. Flexibility is a big factor in dealing with some of these countries.

(Snyder and Tigges, 1993:147)

- Mail-order catalog
- List of PIINS
- AFLMC Contingency Contracting Handbooks
- Flashlights/batteries/bulbs
- Installation telephone numbers
- Julian calendar
- Country Unique Issues
  - Currency - exchange rate
  - Make-up of local economy
  - Cultural issues (taboos, customs)
  - Dress issues (uniform, civilian clothes)

Once the preplanning is complete, the waiting begins until the call comes for action. With the above planning complete, any contingency will still have unexpected problems, however, the above knowledge will allow you to be slightly ahead of the enemy! The following is the process to expect once the flag goes up:

The Initial Mobilization/Deployment phase occurs within the first 30 to 45 days of a deployment. The atmosphere is full of chaos and confusion. CCOs must arrive prior to their

units arrival, or at a minimum, land with the unit (Hauf and Hall, 1992:2).

Here is an account of a CCO's first experience of arriving with the unit. The preferred method is arriving prior to the unit!

*The most unique challenge was when we first arrived in the Middle east and we had to build the site from the ground up. It was extremely difficult because the contractors spoke little to no english, CO's were dispersing agents, restricted to base, everyone expected all supplies/services to be bought and brought to the base yesterday and American currency was not accepted. (Snyder and*

*Tigges, 1993:154)*

The first priority of the CCO is to establish contracts to support the basic needs for the unit.

Deployed CCOs are responsible for:

- Establishing minimum suitable office space

Location, Location, Location! The CCO needs to find an office that is accessible to contractors but is also secure as well. The following is an account of one CCO's story of finding a suitable office.

*The single biggest problem was finding an effective place to work. The commander did not want us working in an office off-base because of security, but with three gates to pass through to get to the contracting office, and begin stopped and inspected at each gate, and contractors not being allowed to enter at all, created a hardship. I finally managed to get the theater HCA to authorize a cellular phone and I spent most of my day working out of my vehicle, visiting contractors at their offices or finding neutral ground at a hotel lobby. (Snyder and Tigges, 1993:154)*

- Obtain transportation

Second to a suitable office, a CCO must have their own transportation. Most commanders will find out soon enough how important a CCO with a car is to the organization!

*My most unique experience was convincing the RM that all of my CCO's needed their own vehicle. Convinced that we had too many vehicles, the RM pulled one of the three vehicles. The resulting slow down in obtaining those goods and services resulted in the vehicle being returned. (Snyder and Tigges, 1993:149)*

- Establish suitable communications
- Contact deployed HCA - Embassy or Consulate
- Obtain maps, prepare source lists, telephone books
- Work for deployed commander - establish good working relations
- Obtain driver/interpreter

A driver may be a luxury, but an interpreter in a foreign country is another necessity. The following is an example of where an interpreter assisted in solving a conflict.

*Trying to get some Motorola radios that were confiscated by the Saudis by using an interpreter in order to communicate with the officials. It took my entire TDY to retrieve them. (Snyder and Tigges, 1993:151)*

- Inform commander of contracting issues
- Establish system for submission of requirements
- Appoint decentralized ordering officer as necessary
- Files Documentation
  - Establish contract files (AFR 70-7)
  - Establish manual logs
  - Establish DCATS data base
  - Reports for short duration < 30 days

-- Reports for long duration > 30 days

-- CCO continuity book:

--- current vendor source list

--- current list of sources for 24 hour calls

The following example provides justification for the CCO to have a source list available at all times. What would have happened if a source would not have been found?

*The night before Desert Storm started, there was some concern on the part of the pilots with not enough required items for the pilot's survival kits and it was past closing time for all local stores. Luckily the base had established contact with the local chamber of commerce and a vendor willing to open for us to purchase these items was located. (Snyder and Tigges, 1993:144)*

--- Minutes of all meetings attended by CCO

--- List of all ratifications

--- Customer education handouts

--- Key points of contact

--- Lessons Learned

--- Copies of monthly actions/dollars

- Authority

-- Air Force Order 650.4

-- Air Force Federal Acquisition Regulations

-- FAR permits expedited procedures (urgent and...)

A CCO must know how much authority he has and what regulations apply to specific contingencies. Instead of telling why this should be the case, here is an example of what happens when the CCO didn't know his laws and regulations



- resulting in possible breaches of the authority that the CCO is entrusted with.

*Command pressure to circumvent FAR Regulations was extreme even when hostilities had ceased. CCO did not have appropriate contingency guidance to deviate from some FAR regulatory guidance. . . The word "urgent" was not clearly defined and often misused. HQ forward contracting personnel were not respected because commanders always outranked them. Politics superseded professional contracting applications. Some specific guidance (FAR deviations) should be developed and indorsed by appropriate authority which will give CCO more flexibility while operating in wartime environment. Otherwise, creative inefficiencies will continue. (Snyder and Tigges, 1993:149)*

- Limitations

- Host Nation Support Agreements
- Interservice Agreements
- Cost-Plus-Percentage of Cost contracts

- General Deviations

- Limiting sources

Once again, knowing the laws and regulations that apply to each contingency situation can possibly make life much easier. Here is an example of competition and price reasonableness:

*The most unique challenge would be purchasing a DSN upgrade for Eshan Village at Riyadh AB. How can you justify price fair and reasonableness when there is only one source of supply when you're in the kingdom? I finally decided that it was because "I'm over here and you're not!!!" Besides, he had good tea at his office. (Snyder and Tigges, 1993:147)*

- Issuing synopsis
- Awarding letter contracts
- Using oral solicitations

- Award prior to resolution of protest
- Waiving bid bonds
- Unique contract formats with NATO countries
- Raise small purchase threshold to \$100,000.
- Basic Contracts (Robinson, 1992b)
  - Billeting
  - Car and Equipment Rental
  - Food Service
- Contract Types
  - Small Purchases - < \$25,000.00
  - Blanket Purchase Agreements (BPA) - The BPA is a method of small purchase which allows the Government to establish what is basically a charge account with more than one vendor for the purchase of repetitive needs. A common example would be a BPA for generic hardware or supplies. The writing of a BPA requires a DD Form 1155 and DD Form 1155r-1. The 1155 will refer to the document as a BPA and state the general class of supplies which may be ordered under the BPA (AFARS 13.2). Here is an example of BPA's in action during a contingency:

*Developing long term commitments were difficult because we had no idea how long we would be in the AOR. The way we dealt with it was through the use of BPAs. We advised each vendor that we may not be around tomorrow, but we could be here forever. For example, rental vehicles; five bidders gave competitive bids. We ended up with an annual lease with a one month penalty clause. We showed that after three months, even with a one month penalty, the monthly price could not be beat. Unfortunately, the winning contractor only had 80 vehicles. (how many did they need!) So we negotiated with the second low and agreed to a*

daily rate based on an annual rate divided by 365 days. It was a gamble for the vendor, 8 months later the vendor had done very well for himself. It was understood by each of our 84 BPA holders that we were committed for what we ordered that day and anything else was at our request. The understanding must be up front and clearly understood by the vendor or a problem could come up. We probably had 5 BPAs that had an initial three month guaranteed business. The well over 300 vehicles, including 15 buses were returned at government convenience without a hitch. (Snyder and Tigges, 1993:145)

-- SF 44 Purchase Order-Invoice-Voucher, is a pocket-sized purchase order form designed for on-the-spot, over-the-counter purchases of supplies and nonpersonal services while away from the purchasing office or at isolated activities. As the title implies, it is a multipurpose form that can be used as a purchase order, receiving report, invoice, and public voucher. The SF 44 may be used if all of the conditions of FAR and DFARS 13.505-3(b) are satisfied. The four conditions are:

(1) The amount of the purchase may not exceed \$2500 and oil purchases which may not exceed \$10,000, (2) The supplies or services must be immediately available, (3) Only one delivery and one payment will be made, (4) This method must be determined to be more economical and efficient than use of other small purchase methods (FAR 13-505-3, 1986:289).

--Imprest Fund (DFARS 13.402) - These funds are limited to very small purchases < \$500. The decision to have an imprest fund is up to the commander of the installation with purchasing authority. The commander will make both the

decision to have an imprest fund and appoint the necessary imprest fund cashier.

-- Formal Contracts (Robinson, 1992b)

Specific to Contingency Emergencies such as hurricanes, floods, or other disasters, the following is more applicable during the Deployment/Mobilization phase:

- Activate Recall Roster via phone, radio, or physical contact
- Assess Damage at Contracting facility or area of disaster and secure area
- Organize into tiger teams for different customer needs

## Block II.

Subject: Contingency Contracting during Build-Up/Sustainment

Objective: Comprehend the Contingency Contracting Officer's responsibilities during the Build-Up/Sustainment phase.

Sample of Behavior:

1. Comprehend the timing of the Build-Up/Sustainment period.
2. Identify the responsibilities of the CCO during this phase.
3. Describe the types of contracts expected in the phase.
4. Know how to purchase items not found in the AOR.

The Build-Up/Sustainment period is after the actual deployment is completed and before hostilities begin. This is generally an unspecified time frame and could be rather lengthy. During this phase, host nation support for the bed down base will be firmed up. As a result, termination of some local contracts or the transfer of them to the host nation is usual (Hauf and Hall, 1999:3).

On a positive note, additional contracting personnel generally will arrive to assist with the chaos and confusion! The following are the CCO's primary responsibilities during Build-Up/Sustainment Phase:

- Set up requirements requisitioning controls
  - work with commander to get his approval
  - Set up formats for requisition
    - DD Form 1348-6
    - AF Form 9

- Establish approval/signature authority
  - Establish procedure for coordinating with supply and finance for purchase requests
- Funding and Disbursement
  - Implement procedures with finance to make funds available to CCO for purchases
  - Use of AF Form 616 with appropriate instructions for proper recording of transactions
  - Coordinate with finance on restrictions on equipment or services not appropriately funded by AF 616.
  - Appointment of paying agent
  - Arrange armed escort where significant amounts of cash are carried outside the military installation
  - Establish imprest fund in contracting offices
- Contract Methods
  - Use prepriced BPA's and authorize functional organizations to place calls.

The following is first hand usage of pre-priced BPA's, further justifying the need for additional training in this area:

My deployment was to a civilian airport to bed down a SAC refueling wing (provisional). The most unique requirement was the negotiation of pre-priced BPAs for miscellaneous aircraft support equipment/services with the airport contractor providing services to commercial aircraft. The BPAs included use of miscellaneous ground equipment (tow trucks, power units, etc) with and without operators. One early morning during de-icing operations, an incorrect mixture was sprayed on one aircraft resulting in a KC-10 popsickle and an aborted mission. This raised some eyebrows, but the cause was attributed to the language barrier between the civilian operator and the on-scene ground crew. (Snyder and Tigges, 1993:151)

-- Implement government credit card procedures to permit decentralized small dollar purchases

Specific to the Sustainment phase, it can be expected that requirements for construction materials; additional heavy equipment rentals; road construction; office furniture and supplies; and Morale, Welfare, and Recreation items will greatly increase.

Yes, MWR is still a concern during times of war! Here is one example of the unique purchases that a CCO should expect to make:

*. . .It was the day I had to drop everything I was doing to go purchase soccer uniforms for [HQ]. I just found it strange that in the preparations for war, our most important concern at the time was soccer uniforms. And it was not Lt Col X's fault for the urgency, it was way above his pay grade. It really puts things into perspective for me! (Snyder and Tigges, 1993:143)*

A primary role of the CCO is to begin to look for areas where a consolidation of requirements can save money with quantity buys. In addition, the development of more control mechanisms should be used to improve contracting and file documentation. In general, contracts in this phase should reflect:

- More definite requirements
- Change in contract types to indefinite quality and requirement contracts
- Avoid unnecessary requirements by improving statements of work

If local purchase items are not available in the AOR, the contracting officer should establish procedures to do such, to include:

- Stateside support from deployed unit's home base

One of the first rules of a CCO is to be flexible! If one supply avenue does not work, try another one - even through your base back home as this example discusses:

*Needed forklift parts really bad, but transportation and supply didn't seem to be able to really help me. Had to coordinate nearly all of the organic airlift from the west coast to my deployed location. In this one order, I had to set up a ship to address, payment address, and get people to agree to act in these capacities on our behalf, and to simply handle the cargo and to get it prioritized on organic airlift. (Snyder and Tigges, 1993:113)*

- Use other contracting offices in the vicinity outside the AOR
- Designate a stateside location to receive and process items
- Use other US organizations for purchasing items

When a CCO is on a joint service mission, don't forget that we are all on the same team. Help each other and wait for the volleyball game to show the individual service pride! Here is an example of teamwork within the services: "Trying to locate magnesium film tape for the Apache helicopter. The Army was running low on stock, located, bought, and air freighted the film to the AOR" (Snyder and Tigges, 1993:143).

Specific to Contingency Emergencies such as hurricanes, floods, or other disasters, the following is more applicable during the Build-Up/Sustainment Phase:

- Change initial contracts - increasing contractor efforts
  - 24 hour operations
  - increase responsibility - size of repairs



- More reliable sources
- Use of change orders
- Establish BPAs for Commodities
  - ice, paper products, lumber, plastic sheeting
- Construction
  - Evaluate current sites with contractor
  - Use short term RFPs to increase competition and avoid cost-plus type contracts. Waive Bid bonds.
  - Use SABER contract for small contracts

### Block III.

Subject: Contingency Contracting during Wartime/Hostilities

Objective: Provide the CCO an understanding of the responsibilities during the Wartime/Hostilities phase

Samples of Behavior:

1. Understand the period of Wartime/Hostilities Phase.
2. Comprehend the difficulties of contracting during this phase.
3. Comprehend the need for a source list during this phase.
4. Know the regulations for confiscated/seized property.

This is the period when all your training and preplanning is put to the test. Basic contracts established during the Mobilization/Deployment and Build-Up/Sustainment phases should continue as the contract was written. However, the CCO needs to be aware that the contractor employees may not report to work or may refuse to drive vehicles due to the fighting and danger. The need for the contracted efforts still exists however, and government personnel will have to perform some of the contracted functions. Therefore, by this phase, the CCO should have with him, at all times, a good source list with 24-hour points of contact for all important supplies and services. In addition, once hostilities begin, contracting personnel may be restricted to base; contractors may close before dark; and contractors may demand cash, even though a good relationship existed between the two parties during peace time. If the contracting personnel are allowed to go off

base, communication with the Office of Special Investigation (OSI) is highly recommended to hear of any reports of terrorist threats in the area (Hauf and Hall, 1992:4). In addition, the CCO must be aware of the following issues:

- Rules of Engagement for Confiscated/Seized Property
  - International law allows for the seizure of private and public property to support combat operations, only if there is a valid military necessity
  - Identify properly seized property and negotiate payment
    - Use SF 44 to document payment
  - Inform commander of improperly seized property
- Contracting Constraints during Hostilities
  - CCO restricted to base
    - purchases allowed by phone
- Contractors restricted from base

The following is an example when a CCO might expect some problems concerning the ability for contractors to enter and exit the base:

*A service contract was required to haul the waste [sewage] generated by tent city which doesn't seem to complex until security, base access, the threat of terrorist bombings and the actual dumping entered the picture. It was a very complex requirement that took coordination with the local base, embassy, host country security and the local host (city) government. (Snyder and Tigges, 1993:144)*

- Contractors refuse to work

If it is right or wrong, there will be times when contractors will refuse to work during a contingency. The best way to solve this problem is to work with the contractor

or use military personnel in the contractors place. The following are examples of what happens when things heat up:

*Contractors failed to perform when scud attacks started. After contractor employees were issued gas masks they returned to work. (Snyder and Tigges, 1993:161)*

*When the hostilities broke out, we did terminate the contracted out dining facility so that there was no chance of any local nationals poisoning the food. (Snyder and Tigges, 1993:163)*

This section does not directly apply to emergencies and natural disasters. Any continuing emergency such as long-term flooding would use similar actions as stated in Block II.

#### Block IV.

Subject: Contingency Contracting During the Redeployment Phase

Objective: Provide CCO with an understanding of his responsibilities during the Redeployment phase.

Samples of Behavior:

1. Comprehend the activities involved in contract closeout.
2. Understand the claims process.
3. Describe the steps involved in a Termination for Convenience.
4. Comprehend the CCO's responsibilities for After Action Reports.

Once hostilities have ceased and the dust has settled, everyone will be anxious to get back to the states. In most cases, a contracting officer and an accounting and finance officer will be among the last to redeploy. This is to ensure all basic services are provided until the last person has redeployed and all invoices and claims (including a release of claim for each Blanket Purchase Agreement) have been processed and paid. No loose ends should be left back at the site for someone else to resolve or finalize (Hauf and Hall, 1992:4). The following are the primary issues that the CCO will be required to consider during this phase:

- Reestablish Support Contracts
  - Billeting
  - Food contracts
  - Laundry

- Contract Closeout

- Coordinate turn in of all rental items
- Determine which contracts require a termination for convenience
- Ensure receiving reports and invoices are received for all pending purchases
- Coordinate with paying agent that all final payments have been made
- Settle all claims

- Claims

- Request final invoice
- Review final invoice for payment
- All claims handled IAW FAR

Usually most claims during a contingency come from the contractor, not service men! However, here is an example of the additional claims that the CCO is responsible to handle:

*One final problem that became a real headache was handling personnel claims for lost or damaged laundry against the laundry contract we wrote. It was constant every day. (Snyder and Tigges, 1993:156)*

- Obtain statement of facts from users prior to their departure

The old saying the it is not over until the paper work is done even applies to CCO work. This simple concept of getting an outbriefing on a claim prior to someone leaving the area is very important. Otherwise, it is difficult to put all the pieces together to make a final determination:

*I did encounter a problem dealing with a claim for a stolen or lost rental vehicle. One of our redeployment bases had one of their vehicles stolen the day before they left and the CCO didn't think that it was necessary to let the only other*

*military unit in the area know. I believe I could have handled this problem more effectively if better lines of communication were open between deployed forces in the same location. (Snyder and Tigges, 1993:155)*

- Settle any/all outstanding claims prior to CCO departure

- Document files thoroughly

- Termination for Convenience

- Initiate T for C action IAW FAR

Inevitably a CCO will have T for C's in contingency situations that have formal contracts. Here is an example of a rental car T for C that is a common occurrence in most contingencies:

*The hardest part was Termination for Convenience on rental vehicles. Many contractors purchased new vehicles for rental, and was not happy when we cited the Termination clause, however, no claims from the site were received, all vehicle rental terminations were negotiated at a cost settlement of not more than five percent of the remaining contract cost. (Snyder and Tigges, 1993:155)*

- Only necessary for formal contracts - not BPA's

- Review/Negotiate T for C claims

- Ensure assistance from using organization

- Finalize agreements and issue final payment prior to departure

- Termination for Default

- Contract Reporting/File Documentation

- Ensure all actions reported through HCA or home base

- All contract actions fully documented in sufficient detail for future audit trail

- Disposition directed by HCA and AFR 12-50

- After Action Reports and Lessons Learned
  - Accomplish with 30 days of redeployment
    - Formal update of site survey
    - Problems encountered and resolution
    - Local transportation, billeting, and communication resource availability
    - Evaluation of Host Nation Support
    - Adequacy of facilities and equipment
    - Special personnel requirements needed

Specific to Contingency Emergencies such as hurricanes, floods, or other disasters, the information in Block IV closely relates to what is necessary during the Redeployment Phase. The reporting, close-out, dispersal, and termination of contracts is all applicable in the final stages of a non-wartime contingency.

- Summary of the four different contingency phases
- Conclusion
- Distribute class critique questionnaire asking for updated information or corrections to instruction material



## V. Conclusions and Recommendations

### Introduction

According to AFR 70-7, "Training shall be provided to all CCOs" (AFR 70-7, 1992:5). By itself, this requirement substantiates the need aspect of the first investigative question for this research effort--Does the Air Force need a standardized formal training course in Contingency Contracting? The regulation requires all CCOs to be trained to support contingencies, and assigns the responsibility for providing the training to the MAJCOMs (AFR 70-7, 1992:4-5). To our knowledge, Air Combat Command, under the direction of SMSgt Mike Davis has taken the lead in addressing this responsibility.

Additionally, the current Air Force APDP has established specialized training, education, and experience standards for all acquisition personnel to implement the requirements set forth in the Defense Acquisition Work Force Improvement Act (PL 101-510). The current standards do not include a Contingency Contracting course or training. One could argue that the existing training (i.e. pricing, contract law, contract administration etc.), without a standardized Air Force course in Contingency Contracting, could be and has been relied upon by CCOs in the event of a contingency. However, the research conducted for several AFIT theses, to include this study and a concurrent study accomplished by Captains Tom Snyder and Jon Tigges, indicates otherwise. The balance of

this chapter will cover the conclusions and recommendations that this research team propose in an effort to enhance the capability of contracting officers to support contingency operations.

### Conclusions

Based upon the research conducted, the following conclusions have been made:

Need. This research attempted first to verify the need for a standardized formal training course in Contingency Contracting in the Air Force. By interviewing acquisition professionals, and conducting an extensive literature review, the researchers overwhelmingly confirmed the need for such a course. A formal training course can establish a baseline of knowledge in Contingency Contracting. It can also ensure that all contracting officers, who participate in the course, have a common foundation. Such a foundation is essential when individuals from different commands or different services must cohesively work together due to the nature of the contingency.

Content. Having verified the need for a formal training course, the researchers then set out to identify, collect and compile Contingency Contracting information. The various sources that were searched revealed training topics pertaining to natural disasters, downed aircraft at remote locations, and armed conflicts. The topics were then arranged into a framework that the researchers felt was best suited to provide a logical and coherent presentation of the material.

Framework. In determining how to structure the material, the researchers chose the guidance contained in AFM 50-62 Handbook for Air Force Instructors. This decision was subjective in nature. The reason for the decision is simple; this manual is used by AFIT PCE instructors to develop the courses that they teach. Therefore, the framework contained in this study was arranged according to the established Air Force format to remove any potential barriers to implementation caused by incompatibility.

### Recommendations

The concept of Contingency Contracting, in some respects, is misunderstood. Failure to provide specialized training to develop the skills of the CCO clearly illustrates this lack of understanding. The contracting support and environment during a contingency differs significantly from routine contracting operations. CCOs are presented with concerns that usually do not exist while providing support in a fixed and stable environment. As a result, the following recommendations are offered to aid in ensuring that CCOs are as proficient in their area of expertise as are procurement contracting officers, administrative contracting officers, and price analysts.

1. Recommend that the framework contained in this study be developed into the Air Force's standardized formal training course in Contingency Contracting.

2. Recommend that the Air Force require all deployable contracting officers to attend the course.

3. Recommend that the Air Force include for level two certification in the APDP, the Contingency Contracting course requirement for all deployable contracting officers.

4. Recommend that the Air Force Deputy of Acquisition Career Management request the Defense Acquisition University to develop a formal training course in Contingency Contracting using the framework contained in this study.

## Appendix A: Synopsis of Blocks of Instruction

### Course Objective

The purpose of the Air Force Contingency Contracting Course is to provide contracting personnel the opportunity for an intense review of areas of importance in Contingency Contracting. Additionally, this course uses school exercises and student case problems to improve the student's ability to evaluate relevant facts and analyze alternative solutions. The goal of this course is to increase and broaden the student's knowledge and perspective of Contingency Contracting so that they will be more responsive and responsible in the area of Contingency Contracting.

### Course Description

This course emphasizes participation and interaction among students and faculty. The information is a collection from different Air Force contracting organizations and lessons learned from prior contingencies. The primary topics of instruction are the result of research conducted on contingency contracting officers and their responses toward areas of needed training. The progression and outline of instruction for the class reflects the actual phases that exist during a contingency. The four specific phases are:

- Block I - Initial Mobilization/Deployment
- Block II - Build-Up/Sustainment
- Block III - Contracting During Hostilities
- Block IV - Termination/Redeployment

## Air Force Contingency Contracting Course

### Block I

SUBJECT: Contingency Contracting during Initial Mobilization/Deployment

OBJECTIVE: Comprehend the requirements for a Contingency Contracting Officer during the Initial Mobilization/Deployment phase.

#### SAMPLES OF BEHAVIOR:

- Comprehend the necessary predeployment planning activities.
- Identify the Contingency Contracting Officer's responsibilities during Initial Mobilization/Deployment phase.
- Describe the different methods of Contracting for small purchases and when each should be used.
- Comprehend the use of formal contracts in contingency situations.

## Air Force Contingency Contracting Course

### Block II

SUBJECT: Contingency Contracting during Build-Up/Sustainment

OBJECTIVE: Comprehend the Contingency Contracting Officer's responsibilities during the Build-Up/Sustainment phase.

#### SAMPLES OF BEHAVIOR:

- Comprehend the timing of the Build-Up/Sustainment period
- Identify the responsibilities of the CCO during this phase
- Describe the types of contracts expected in the phase
- Know how to purchase items not found in the AOR

## Air Force Contingency Contracting Course

### Block III

SUBJECT: Contingency Contracting during Wartime/Hostilities

OBJECTIVE: Provide the CCO an understanding of the responsibilities during the Wartime/Hostilities phase

#### SAMPLES OF BEHAVIOR:

- Understand the period of Wartime/Hostilities Phase
- Comprehend the difficulties of contracting during this phase
- Comprehend the need for a source list during this phase
- Know the regulations for confiscated/seized property



## Air Force Contingency Contracting Course

### Block IV

SUBJECT: Contingency Contracting During the Redeployment Phase

OBJECTIVE: Provide CCO with an understanding of his responsibilities during the Redeployment phase.

SAMPLES OF BEHAVIOR:

- Comprehend the activities involved in contract closeout
- Understand the claims process
- Describe the steps involved in a Termination for Convenience
- Comprehend the CCO's responsibilities for After Action Reports

Appendix B: Air Force Acquisition Professional  
Development Program

DEPARTMENT OF THE AIR FORCE  
WASHINGTON DC 20330-1000



MAR 27 1992

OFFICE OF THE SECRETARY

SAF/AQ  
Pentagon, Room 4D977  
Washington DC 20330-1000

MEMORANDUM FOR ALMAJCOM/FOA/CV

SUBJECT: Certification in the Acquisition Professional Development Program -  
ACTION MEMORANDUM

As part of the implementation of the Defense Acquisition Workforce Improvement ACT (PL101-510), the Department of Defense established a Career Development Program for Acquisition Personnel. Within the Office of the Under Secretary of Defense (Acquisition) (USD(A)), the Office of Education, Training and Career Development Policy published new guidance in November 1991 through revisions to DoDD 5000.52 and DoD 5000.52M. These regulations apply to officer, enlisted and civilian personnel occupying acquisition positions. Personnel paid from non-appropriated funds or foreign nationals employed overseas under tailored foreign employment programs are not governed by the directives.

With the publication of the new DoD guidance, Air Force Acquisition Professional Development Program (APDP) regulations (AFR 36-27 for officers and certification requirements listed in AF/DPC letters, "Implementation of Acquisition Professional Development Program (APDP) for Civilians" dated 19 Mar 91 and 11 Jul 91, and AF/DPC letter, "Scientist and Engineer Certification Requirements for the Acquisition Professional Development Program (APDP)" dated 31 Dec 91, for civilians) are no longer current. The revision of this policy has been coordinated with the responsible directorates in HQ USAF/DP. New Air Force policy is being developed. In the interim, organizations shall use the functional certification requirements provided in Attachment 1, for the establishment or continuation of a certification program. For civilian certification applications, bases should be reminded to satisfy local bargaining obligations prior to implementation. The certification training, education and experience requirements apply equally to officer, enlisted and civilian acquisition personnel. Air Force members not on extended active duty (Non-EAD), and assigned in acquisition functions, will not be included in the Acquisition Professional Development Program professional certification process at this time.

There are no required grades for any certification level. This means that any officer, civilian or enlisted person who meets the training, education and experience requirements can be certified up to and including Level III. In the near future, the

Acquisition Professional Development Council will direct all MAJCOMs to establish a certification level requirement for every acquisition position. Accordingly, certification of all acquisition personnel is of increased importance.

Unless otherwise noted in the functional descriptions in Attachment 1, Levels I and II certification approval for military and civilians is delegated to the MAJCOM Functional Managers. For Air Force personnel assigned to the DLA, other defense agencies, or AF organizations not under the management of an AF MAJCOM, Levels I and II certification approval is the Air Force Functional Manager. All Level III certifications will be approved by the Air Force Functional Manager. Attachment 2 lists the Air Force Functional Managers and MAJCOM Functional Manager points of contact as we know them today. Please note the MAJCOM lists are incomplete. Implementation of the certification program in your command cannot occur until functional managers are appointed. To allow inclusion of a complete list of functional managers and points of contact in the revised Air Force regulation, you are requested to provide an updated list of your MAJCOM Functional Managers and points of contact to Mr Ted Houston, AFPEO/CM, Pentagon, Room 5D340, Washington DC, 20330-1000, NLT 18 Apr 92.

The certification process remains unchanged. Applicants are required to submit their applications to their base functional manager for review and forwarding to their MAJCOM. Each MAJCOM is encouraged to develop their own internal process and notify their personnel of the procedures. Provided at Attachment 3 is a copy of the certificate that should be presented to individuals as they meet each certification level. This certificate will eventually have an AF Form number, but until the form becomes available through normal distribution, submit your request for the forms through one of the Air Force level Functional Points of Contact.

Our experience with the initial requests for certification showed additional guidance was needed in the processing of fulfillments (DD Forms 2518s). Instructions and examples are provided (Atch 4) for your use. This form may be used by military and civilian personnel. Fulfillment should be used prudently and only when fully substantiated.

All course information and course equivalency information is contained in the DoD Acquisition Education and Training ACE Catalog. You will notice there are limited mandatory courses and approved equivalent courses listed. We have asked the ACE Program Office to evaluate other AFIT and Lowry courses for equivalency consideration, and once approved an amendment to the catalog will be published.

The Acquisition Professional Development Program is designed to provide the acquisition community with a structure that ensures our people get the necessary training, education, and experience to effectively progress into more responsible and demanding positions. The program has already allowed us to justify and realize significant increases in course quotas for several of functional areas. While full implementation of the requirements of the Defense Acquisition Workforce Improvement Act and Air Force implementing policy will not take place until October 1, 1993, it is important that

MAJCOM and other activity acquisition staffs as well as individual acquisition personnel map out their professional development goals and vigorously pursue the certification process now. It is incumbent upon all managers to take care of their people by making sure that they are given these professional development opportunities.

Questions or comments of a general nature regarding APDP policy should be addressed to Mr Ted Houston, AFPEO/CM, LSN 224-9446 or Commercial 703-614-9446. Functional specific concerns should be addressed to the appropriate Air Force level Functional Points of Contact. Personnel specific concerns should be addressed to your local personnel office.



DANIEL S. RAK  
Deputy Assistant Secretary  
(Acquisition)

4 Atchs

1. Functional Requirements
2. Functional Managers List
3. Certificate
4. DD Form 2518 Instructions

cc: Functional Managers

## FUNCTIONAL CERTIFICATION REQUIREMENTS (Interim Guidance)

This attachment provides the Air Force requirements for certification in the Acquisition Professional Development Program (APDP) as modified to incorporate DoD 5000.52M policy. The requirements presented here are effective immediately and supersede those listed in AFRs 36-27 and 40-110 (as modified by AF/DPC letters "Implementation of Acquisition Professional Development Program (APDP) for Civilians" dated 19 Mar 91 and 11 Jul 91, and AF/DPC letter "Scientist and Engineer Certification Requirements for the Acquisition Professional Development Program (APDP)" dated 31 Dec 91). They will remain in effect until superseded by the issuance of the new Air Force APDP regulation. For civilian certification applications, bases should be reminded to satisfy local bargaining obligations prior to implementation.

Please note that for each functional area, in addition to the new certification requirements, the functional descriptions may direct functional unique certification procedures. Standards listed as "Mandatory" are required for certification. In the event mandatory training requirements cannot be met, alternate courses may be used if they can be shown to "fulfill" the requirement. Standards listed as "Desired" are designed to improve the qualifications of the acquisition workforce and in many cases lead to accomplishing mandatory standards at a higher level. Mandatory and desired standards shall be used as quality ranking factors for the recruitment and selection of civilian personnel.

All functional unique questions should be addressed to the Air Force Functional Manager as necessary.

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CONTRACTING PURCHASING  
AND  
INDUSTRIAL PROPERTY MANAGEMENT

A. GENERAL: DoD 5000.52M established three categories of certification for contracting personnel: Contracting for 1102 civilians and comparable military personnel, Purchasing (Small Purchase orientation) for 1105 and 1106 civilians and comparable military personnel and Industrial Property Management for 1103 and 1150 civilians. All categories have progressive levels of certification. In the contracting category, Level I and II certification approval for military and civilians is delegated to the MAJCOMs. For Air Force military members assigned to DLA, other defense agencies, or AF organizations not under the management of an AF MAJCOM, Level I and II certification approval is SAF/AQC. All Level III certifications will be approved by SAF/AQC.

In the Purchasing category, approvals for all certification levels are delegated to the MAJCOMs and can be further redelegated to field activities. This category can be used for our junior enlisted, i.e. E-4 and below, as an initial training ground for progressing to the more stringent requirements of the Contracting category (similar to the 1105/1106 positions being a training ground for 1102s).

Industrial Property Management approvals for all certification levels are delegated to the MAJCOMs and can be further redelegated to field activities.

The actual process of requesting certification is a manual operation for military and an automated one for civilians. A flow chart depicting the process for military applications and a sample application form were included in a separate SAF/AQC memorandum, dated 24 Jan 92.

The certification process is automated for the civilian 1102, 1103, 1105, 1106 and 1150 series. Base-level Civilian Personnel Offices are accomplishing the automated certification listings and notices are being generated for each employee indicating their certification level. The notices are attached to a cover letter from the Civilian Personnel Officer which includes instructions to the employee regarding any discrepancies the employee wishes to correct in the computerized information. The employee will be responsible for verifying that the information provided and the level of certification is correct. Test runs of the automated system have been conducted and notices are beginning to be issued.

The current version of AFR 40-110 requires 80 hours of mandatory Management Training for Level III certification for civilian Contracting personnel and the requirement is programmed into the computerized personnel data system. Although the 80 hours of Management Training is not yet a DOD 5000.52M requirement, it is being used as criteria for Level III certification.

**B. CERTIFICATION REQUIREMENTS:**

**1a. CONTRACTING:** Includes Contract Negotiator, Contract Specialist, Contract Termination Specialist, Contract Administrator, Procurement Analyst, Administrative Contracting Officer, Contract Price and/or Cost Analyst, Contracting Officer, Procuring Contracting Officer and Termination Contracting Officer. (These instructions address only the certification requirements for contracting personnel. The SAF/AQC memorandum, dated 24 Jan 92, contains other specific requirements for Contracting Officers and GS-1102s.)

**1. LEVEL I:**

**a. EXPERIENCE:**

(1) Mandatory - One year of acquisition experience. (To receive credit, the applicant must have been performing in any "acquisition coded" type position.)

(2) Desired - None.

**b. EDUCATION:**

(1) Mandatory - AS OF OCTOBER 1, 1993: A baccalaureate degree from an accredited educational institution authorized to grant baccalaureate degrees. OR has completed at least 24 semester credit hours (or the equivalent) of study from an accredited institution of higher education in any of the following disciplines: accounting business finance, law, contracts, purchasing, economics, industrial management, marketing, quantitative methods, and organization and management. OR has passed an examination approved by the Office of Personnel Management and considered by the Secretary of Defense, acting through the USD(A), to demonstrate skills, knowledge, or abilities comparable to that of an individual who has completed at least 24 semester hours (or equivalent) of study from an accredited institution of higher education in any of the disciplines listed above.

(2) Desired - Baccalaureate degree including or supplemented by at least 24 semester hours in accounting, economics, business law, procurement, or management-related studies.



c. TRAINING -

(1) Mandatory<sup>1</sup> -

a. Management of Defense Acquisition contracts (Basic)  
(SD-4320 (JT))

b. Principles of Contract Pricing (QMT 170 (JT))

(2) Desired - None.

2. LEVEL II:

a. EXPERIENCE:

(1) Mandatory - Four years of contracting experience in acquisition positions of increasing complexity and responsibility. Familiarity with the various functional and technical areas related to acquisition and contract management.

(2) Desired - None.

b. EDUCATION:

(1) Mandatory - Same as Level I.

(2) Desired - It is recommended that individuals begin graduate studies leading to a master's degree in business administration, procurement, management, or related fields that will prepare them for entry to the senior level.

c. TRAINING:

(1) Mandatory<sup>2</sup> -

a. Meet Level I requirements.

b. For ALL Level II personnel: Government contract Law  
(PPM 302 (JT))

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<sup>1</sup> Some of the mandatory training requirements have DoD approved equivalent courses. The FY92 DoD Acquisition Education and Training Catalogue lists all approved equivalent courses.

<sup>2</sup> For individuals whose duties do not clearly fall within one or more of these areas (pre-award, post-award, or pricing) the Components shall assign personnel the area that most closely approximates the greatest portion of their duties and shall provide training accordingly.

c. In addition to subparagraph B.1a.2.c.(1) and b. above, if job is primarily PRE-AWARD ORIENTED: Management of Defense Acquisition Contracts (Advanced) (8D-F12) (JT)).

d. In addition to subparagraph B.1a.2.c.(1)a and b. above, if job is primarily POST-AWARD ORIENTED: Advanced Contract Administration (PPM 304 (JT)).

e. In addition to subparagraph B.1a.2.c.(1)a and b. above, if job primarily ORIENTED TO COST AND PRICE ANALYSIS: Quantitative Techniques for Cost & Price Analysis (QMT 345 (JT))

f. In addition to guidance outlined in subparagraphs B.1a.2.c.(1)a through e. above, if involved in ACQUISITION OF INFORMATION RESOURCES (in addition to the aforementioned): Defense Contracting for Information Resources (ALMC-ZX).

(2) Desired - For all contracting officers within 1 year of assignment to a major program: Systems Acquisition for Contracting Personnel.

### 3. LEVEL III:

#### a. EXPERIENCE:

(1) Mandatory - Eight years of contracting experience in acquisition positions of increasing complexity and responsibility.

(2) Desired - None.

#### b. EDUCATION:

(1) Mandatory - Same as Level I.

(2) Desired - Master's degree in business administration, management, procurement, or a contract-related field.

#### c. TRAINING:

(1) Mandatory -

2. Meets Level II requirements.

1 For individuals whose duties do not clearly fall within one or more of these areas (pre-award, post-award, or pricing) the Components shall assign personnel the area that most closely approximates the greatest portion of their duties and shall provide training accordingly.

b. For ALL personnel: Defense Acquisition and Contracting Executive Seminar 2 ER (JT).<sup>1</sup>

c. In addition to subparagraph B.1a.3.c.(1)a and b above, if job is PRIMARILY PRE-AWARD ORIENTED: Management of Defense Acquisition Contracts (Executive) ALMC-B5 (JT).

d. In addition to subparagraph B.1a.3.c.(1)a and b above, if job is PRIMARILY POST-AWARD ORIENTED: Contract Administration (Executive) (PPM 057 (JT)).

e. In addition to subparagraph B.1a.3.c.(1)a and b above, if job is primarily COST AND PRICE ANALYSIS ORIENTED: Advanced Contract Pricing QMT 540 (JT).

f. In addition to requirements outlined in subparagraphs B.1a.3.c.(1)a through e above, for GS-1102 civilians or equivalent military assigned to a major systems acquisition, or who devote 50 percent of their time to a major system(s): Systems Acquisition for Contracting Personnel (DSMC-34).

## 2a. PURCHASING (GS-1105 AND COMPARABLE MILITARY) REQUIREMENTS

### 1. LEVEL 1:

#### a. EXPERIENCE:

- (1) Mandatory - None.
- (2) Desired - One year of experience in the purchasing career field.

#### b. EDUCATION:

- (1) Mandatory - None.
- (2) Desired - Sixty four (64) semester hours of undergraduate work.

#### c. TRAINING:

- (1) Mandatory - Defense Small Purchase (Basic) (ALMC-B3 (JT)).
- (2) Desired - None.

<sup>1</sup> This is a dynamic course designed to update senior personnel and should be attended every 3-5 years.

2. LEVEL II:

a. EXPERIENCE:

(1) Mandatory - One year of current and progressively responsible experience.

(2) Desired - None.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Sixty four (64) semester hours of undergraduate work with emphasis in business.

c. TRAINING:

(1) Mandatory - Same as Level I.

(2) Desired - None.

3. LEVEL III:

a. EXPERIENCE:

(1) Mandatory - Three years of current and progressively more responsible experience.

(2) Desired - None.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Sixty four (64) semester credit hours of undergraduate work with emphasis in business.

c. TRAINING:

(1) Mandatory -

a. Meets Level II requirement.

b. Defense Small Purchase (Advanced) (ALMC-B4 (JT)).<sup>1</sup>

(2) Desired - None.

3a. PROCUREMENT ASSISTANT (GS-1106) REQUIREMENTS

1. LEVEL I:

a. EXPERIENCE:

(1) Mandatory - None.

(2) Desired - One year of clerical or office experience.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - A high school diploma or high school equivalency.

c. TRAINING:

(1) Mandatory - None.

(2) Desired - None.

2. LEVEL II:

a. EXPERIENCE:

(1) Mandatory - None.

(2) Desired - Two years of clerical or office experience in a contracting office.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Sixty four (64) semester hours of undergraduate work with emphasis in business.

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<sup>1</sup> Pending functional board recommendation to move this to Level II mandatory training.

c. TRAINING:

(1) Mandatory - None.

(2) Desired - If job is PRIMARILY POST, STATION, INSTALLATION (BASE) ORIENTED: Defense Small Purchase (Basic) (ALMC-B3 (T)).

3. Level III: Not Applicable.

4a. INDUSTRIAL PROPERTY MANAGEMENT: Industrial Property Management (GS/GM-1103m GS/GM-1150 (where primarily involved with property management), and comparable military. Includes property administration and plant clearance functions).

1. LEVEL I:

a. EXPERIENCE:

(1) Mandatory - One year of acquisition experience. (To receive credit, the applicant must have been performing in any "acquisition coded" type position.)

(2) Desired - None.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Baccalaureate degree or equivalent.

c. TRAINING:

(1) Mandatory -

a. Defense Contract Property Administration (PPM 151 (JT)).

b. Management of Defense Acquisition Contracts (Basic) (8D-4520) (JT).

c. Defense Contract Property Systems Analysis (PPM 151 (JT) Modified).

(2) Desired - None.

## 2. LEVEL II:

### a. EXPERIENCE:

(1) Mandatory - Four years experience in Industrial Property Management acquisition positions. Demonstrated knowledge of technical aspects of property administration.

(2) Desired - None.

### b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Baccalaureate degree, preferably with a major in a business-related field.

### c. TRAINING:

(1) Mandatory -

a. Meets Level I requirements

b. Advanced Defense Contract Property Administration (PPM 300 (JT)).

c. Government Contract Law (PPM 302 (JT)).

d. Advanced Contract Administration (PPM 304 (JT))

e. Executive Contract Property Management Seminar.

(2) Desired - None.

## 3. LEVEL III:

### a. EXPERIENCE:

(1) Mandatory - Eight years of current complete and progressively responsible experience in Industrial Property Management acquisition positions.

(2) Desired - None.

b. EDUCATION:

(1) Mandatory - None.

(2) Desired - Baccalaureate degree, and

a. At least 24 semester credit hours (or equivalent) of study from an accredited institution of higher education from among the following disciplines: accounting, business finance, law, contracts, purchasing, industrial management, economics, marketing, quantitative methods, and organization management, or

b. At least 24 semester credit hours (or equivalent) from an accredited institution of higher education in the person's career field and 12 semester credit hours (or equivalent) from such an institution from among the disciplines listed above.

c. TRAINING:

(1) Mandatory -

a. Meets Level II requirements.

b. Defense Acquisition and Contracting Executive Seminar ER (JT).

c. Contract Administration (Executive) (PPM 057 (JT)).

(2) Desired - None.



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### Vitae

Captain David A. Bethany was born 10 October 1964 in Columbus, Ohio. After graduating from Lewis-Palmer High School in 1983 he attended Colorado State University in Ft. Collins, Colorado. He graduated in 1987 with a B.S. degree in Construction Management, also receiving his USAF commission through the four-year AFROTC program. Arriving at Wright-Patterson AFB in August of 1988, he has served as Contract Manager in the Research and Development Directorate; the Executive Officer for the ASD/PK Director of Contracts; and as Contract Manager in support of the B-2 System Program Office. In May 1992, he entered the School of Logistics and Acquisition Management, Air Force Institute of Technology.

Upon graduation, he is assigned to Detachment 33, Northrop Corporation B-2 Division, in Pico Rivera, California, as an Administrative Contracting Officer.

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Captain Michael A. Miller was born in Norwalk, Connecticut, on the first day of May in 1966, to Cornelius and Juanita Miller. After graduating from Yonkers High School in 1984, he immediately entered the United States Air Force Academy. Captain Miller distinguished himself while at the Academy by being selected as the Vice Wing Commander during his senior year. Upon graduation with a Bachelor of Science in General Studies from the Academy, in June of 1988, he was one of five 2nd Lieutenants selected to serve as a Minority Enrollment Admissions Counselor. In September 1989, Captain Miller was assigned to Cannon AFB, NM where he served as an operational contracting officer. He carried out the duties of the SABER contracting officer until entering the School of Logistics and Acquisition Management, Air Force Institute of Technology, in May 1992.

Upon graduation, he will be assigned to the position of Services Flight Chief, in the Operational Contracting Squadron at Kirtland AFB, NM.

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- |                          |                |                            |                          |
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